

Report to the Future Melbourne (Planning) Committee

Agenda item 6.1

Melbourne Planning Scheme Amendment C245 Queen Victoria Market Precinct Renewal

12 May 2015

Presenter: David Mayes, Manager Strategic Planning

Purpose and background

1. The purpose of this report is to present proposed Melbourne Planning Scheme Amendment C245 Queen Victoria Market Precinct Renewal. See Attachment 2.
2. At its 24 February 2015 meeting Council approved the Queen Victoria Market Precinct Renewal Draft Master Plan for consultation. The draft Master Plan flags the need to review existing development controls to progress the precinct's renewal and foreshadows that Council will prepare a draft planning scheme amendment to implement new precinct controls in April 2015.

Key issues

3. The draft Master Plan's vision is that Queen Victoria Market becomes a thriving and diverse market place for locals, visitors and tourists, set within a well-defined and interesting central city precinct with retailing and services along the market's edges and well connected to the city by the grid of surrounding streets. The findings from the community consultation (phase three) show support for Council's purchase of the Munro site and improving the market's perimeter.
4. Amendment C245 is based on analysis and assessment of the planning controls, built form, wind, traffic and heritage dimensions of the precinct and propositions for changes to the planning controls to enable the vision in the draft Master Plan. The analysis and assessment reports are at Attachment 3.
5. Amendment C245 will support the draft Master Plan vision through the planning scheme. It proposes to realign Franklin Street, to define mixed use development sites south of the realigned Franklin Street and a new public open space. The planning controls proposed for the precinct south and south-east of the market (including the Munro site) will ensure future development there is consistent with the objectives of the draft Master Plan. The key propositions of Amendment C245 are to:
 - 5.1. Rezone the Market to Public Use Zone to reflect its on-going public use as a community facility (as a registered building, development will be subject to permits from Heritage Victoria) and rezone the proposed new public open space to Public Park and Recreation Zone.
 - 5.2. Include the land directly along the south and south-east of the market in a Development Plan Overlay (DPO10) that defines the development envelope of street frontage heights and setbacks, and wind and weather protection requirements. These will ensure a lively and comfortable pedestrian environment interface with the Market that responds to its scale and heritage character.
 - 5.3. Remove the Queen Victoria Market site and the DPO 10 area from the existing Design and Development Overlay (DDO14) and amend the DDO14 built form control provisions to make them generally similar to DPO 10.
6. Existing heritage protection under the Melbourne Planning Scheme will be retained and then enhanced when Planning Scheme Amendment C198 is gazetted.
7. Amendment C245 is also generally consistent with the Council's development guidelines adopted in 2014 and known as *Therry, Elizabeth, Franklin and Queen Street Block Plan*. A comparison is at Attachment 5.

Recommendation from management

8. That the Future Melbourne Committee seeks authorisation from the Minister for Planning under the *Planning and Environment Act 1987*, to prepare and exhibit Melbourne Planning Scheme Amendment C245 Queen Victoria Market Precinct Renewal.

Attachments:

1. Supporting Attachment
2. Planning Scheme Amendment C245 Amendment Documentation
3. Consultant Analysis and Assessment reports
4. Development Approvals framework
5. Summary comparison Block Plan and Amendment C245

Supporting Attachment

Legal

1. Part 3 of the *Planning and Environment Act 1987* sets out the procedure for planning scheme amendments.

Finance

2. The costs for preparing and processing Amendment C245 can be met within the current budget.

Conflict of interest

3. No member of Council staff, or other person engaged under a contract, involved in advising on or preparing this report has declared a direct or indirect interest in relation to the matter of the report.

Stakeholder consultation

4. Amendment C245 is generally consistent with the Council's Development Guidelines: Therry, Elizabeth, Franklin and Queen Street Block Plan published in October 2014.
5. To date Council has undertaken three phases of community consultation for the Queen Victoria Market Renewal. The findings from the third phase of community engagement on the draft Master Plan held from 2 to 29 March 2015, were that those who mentioned the future urban development of the precinct supported the proposed open space, improving the parking and retaining heritage fabric of the market; they support Council's purchase of the Munro site and support improving the market's perimeter.
6. The Draft Master Plan refers to a review of development controls during April-May. Amendment C245 is consistent with the draft Master plan.
7. Amendment C245 will be subject to the following program of public consultation:
 - 7.1. Exhibition of the amendment for six weeks (subject to authorisation from the Minister for Planning) during which the public, all affected owners and occupiers of land and other stakeholders will have the opportunity to assess the amendment and supporting documentation.
 - 7.2. Should Council request that an independent panel be appointed to review submissions made during the exhibition of the amendment, submissions will be provided to the panel and submitters will have the opportunity to address the panel.
 - 7.3. The public will have the opportunity to address the meeting of Council's Future Melbourne Committee when they consider the submissions from the exhibition and the report from the independent panel.
8. Following this program of consultation, once Amendment C245 is finally approved and gazetted by the Minister for Planning, development in the Market Precinct will require further approvals as follows:
 - 8.1. For development with a floor area less than 25,000m², Council is the responsible authority. For developments with a floor area greater than 25,000m² the Minister for Planning is the responsible authority.
 - 8.2. In the instances where Council owns the subject land it must give notice of the proposed development to the owners and occupiers of land adjoining the subject site (and in the case of the Market site, to the National Trust). These parties have the right to object and appeal the responsible authority's decision. Refer to Attachment 4.

- 8.3. Development proposed within the Development Plan Overlay area must be generally in accordance with the Development Plan.

Environmental sustainability

9. The Queen Victoria Market Precinct Renewal Draft Master Plan sets out a comprehensive agenda for incorporating environmental sustainability into the renewal.

MELBOURNE PLANNING SCHEME

AMENDMENT C245

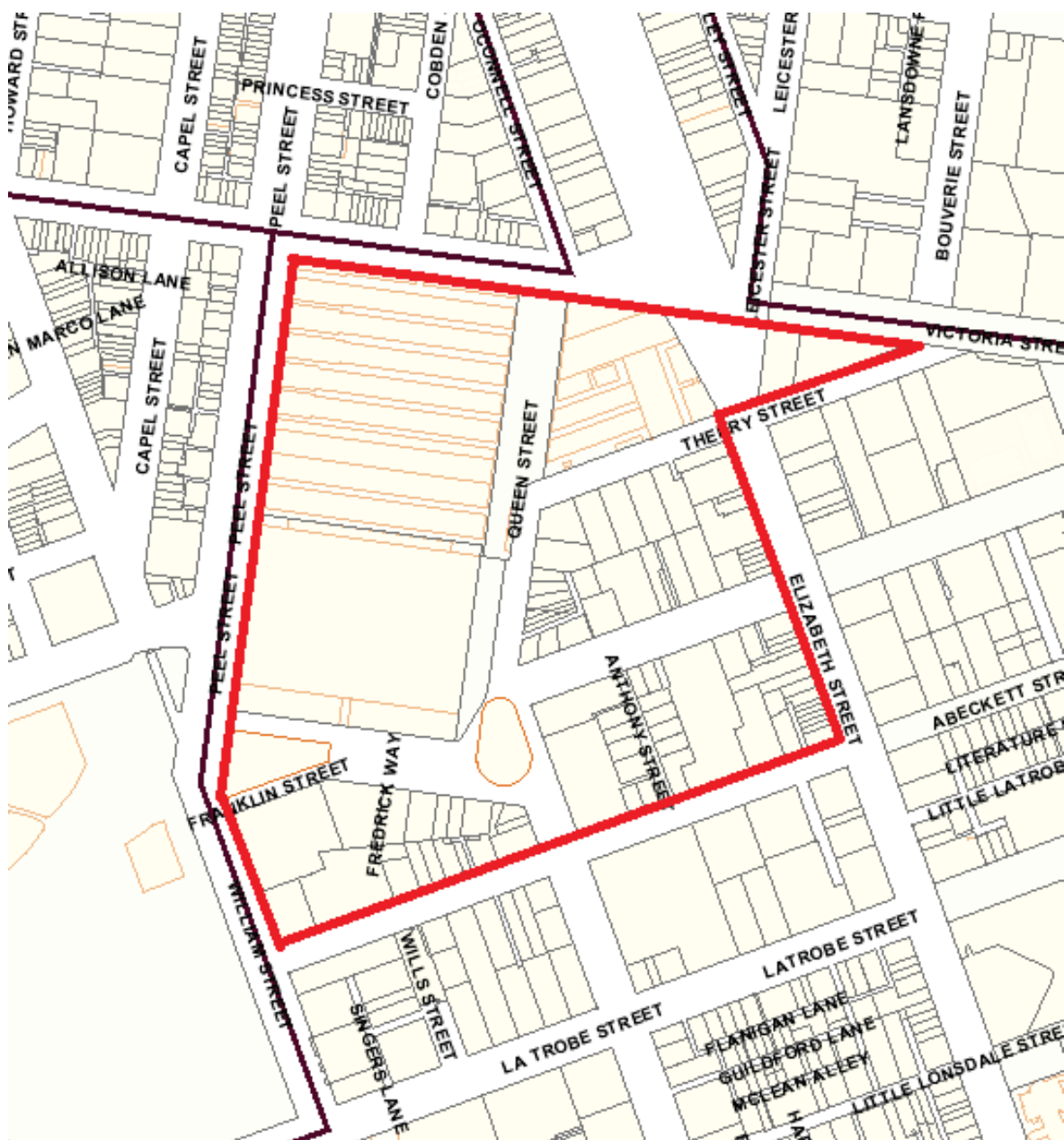
EXPLANATORY REPORT

Who is the planning authority?

This amendment has been prepared by the City of Melbourne, who is the planning authority for this amendment.

Land affected by the amendment

The amendment applies to the Queen Victoria Market Precinct as shown on the following map:



What the amendment does

The amendment proposes to:

- Rezone land as follows:
 - The majority of the Queen Victoria Market land and Queen Street extension currently zoned Capital City Zone (CCZ1) to be rezoned to Public Use Zone (PUZ7); and
 - The Queen Victoria Market car park currently zoned Capital City Zone (CCZ1) to be rezoned to Public Park and Recreation Zone (PPRZ).
- Apply a new Schedule to the Development Plan Overlay (DPO10), which incorporates a vision and design requirements for development of land, including Council owned land, adjacent to the Queen Victoria market.
- Delete existing schedule 14 to the Design and Development Overlay from the Queen Victoria Market and land to which DPO10 applies.
- Amend the existing schedule 14 to the Design and Development Overlay (which will apply only to the contracted area) to introduce revised built form controls for new development; and
- Amend the Built Environment and Heritage within the Hoddle Grid Policy (Clause 21.12) to delete an existing policy statement relating to the existing DDO14, and amend Figure 6: Hoddle Grid to show the Queen Victoria Market and the Queen Victoria Market Precinct (to which this amendment applies).

Strategic assessment of the amendment

• Why is the amendment required?

The City of Melbourne has developed a masterplan for the Queen Victoria Market Precinct, to assist the community with setting a positive agenda for conserving the heritage significance and character of the QVM, whilst meeting the contemporary needs of traders, shoppers and a growing City

The amendment is required to implement a revised framework of planning controls that facilitate the principles established in the masterplan and safeguards the future of the QVM and its surrounds.

The Queen Victoria Market Precinct Renewal: Built Form Review and Recommendations Report prepared by Jones & Whitehead Pty Ltd (the Built Form Review) identifies shortcomings in the existing controls affecting the QVM and its environs. It sets out recommendations regarding changes to the existing planning controls, which the amendment seeks to implement.

Required changes to the planning scheme:

The QVM and the Queen Street extension are to be rezoned to the Public Use Zone in recognition of their long standing use for public purposes. The new zone will continue to facilitate the existing use and development of the land for the Market and its attendant functions, differentiating it from the land surrounding it which is located in either a Mixed Use Zone (MUZ) or Capital City Zone (CCZ1).

The land to the south of main Market building, between Peel Street and Queen Street is proposed to be rezoned to a Public Park and Recreation Zone. This is to implement the masterplan's proposal to relocate the existing market car park to other Council owned site(s) in the precinct and use the space as a new public open space for use by the community.

The existing Design and Development Overlay (Schedule 14) will be amended, to contract its extent (to be in part replaced by a Development Plan Overlay, and to

introduce specific design requirements for building scale, heights, setbacks, facades, active street frontages, public spaces and new pedestrian access links. A number of these requirements align with policy direction in existing local policies and in order to simplify the planning scheme, these provisions have been subsumed into the new DDO.

A new Development Plan Overlay (Schedule 10) is proposed to be applied to the QVM car park, existing store buildings to the south and land opposite the market in Therry Street, Queen Street and Franklin Street. The DPO10 is proposed to apply new use and development requirements for new development that will facilitate the recommendations of the Built Form Review.

A consequential change is also required to Clause 22.12 (Hoddle Grid) to remove reference to a built form transition that is no longer relevant or achievable in the context of the built form review.

- **How does the amendment implement the objectives of planning in Victoria?**

The amendment implements the objectives of planning in Victoria by putting in place a suite of planning tools that facilitate the orderly development of the land. The amendment balances the present and future interests of all Victorians via the fair, orderly, economic and sustainable use and development of land and the securing of a pleasant and efficient working, living and recreational environment for all Victorians and visitors to Victoria.

- **How does the amendment address the environmental effects and any relevant social and economic effects?**

The amendment is expected to have positive, environmental, economic and social benefits. The amendment aims to ensure that land use and development occurs within a framework that manages change at the interface with the Queen Victoria Market, delivers high quality public realm outcomes and facilitates planned improvements to the QVM.

- **Does the Amendment address relevant bushfire risk?**

Not applicable

- **Does the amendment comply with the requirements of any Minister's Direction applicable to the amendment?**

The amendment complies and is consistent with the requirements of the Ministerial Direction on the Form and Content of Planning Schemes pursuant to Section 7(5) of the Planning and Environment Act 1987 (the Act).

The amendment also complies and is consistent with the requirements of Ministerial Direction 11 on the Strategic Assessment of Planning Scheme Amendments.

Pursuant to section 12 of the Planning and Environment Act 1987 the amendment also complies with the Ministerial Direction No.9 (Metropolitan Strategy):

- *Direction 1.4 – Expanded central city:* the amendment will facilitate the future expansion of the CBD into the City North Precinct by encouraging a range of uses and quality built form outcomes that reflect the intended linking of the CBD and City North.
- *Direction 2.2 – Housing supply:* the amendment will assist with unlocking the capacity of the northern edge of the Central City for higher density mixed use development including housing and more affordable housing close to public transport and, employment and community services.
- *Direction 4.2 Protect Melbourne and its suburbs from inappropriate development:* the amendment will protect a unique City's precinct in and around the QVM and

ensure that new development does not compromise the values held by the community for this area.

- *Direction 4.6 – More public spaces:* the amendment will enable the creation of a new public open space at the southern end of the market that complements highly valued existing public spaces in the area
- *Direction 4.7 – Respect our heritage:* the amendment will encourage new development that is designed and sited to respect the identified significance of heritage places, in particular the Queen Victoria Market.

- **How does the amendment support or implement the State Planning Policy Framework?**

The amendment is consistent with State Planning Policy by supporting the regeneration of existing urban land, providing good use of infill development and use of existing infrastructure, whilst managing change and impacts on the significant Queen Victoria Market.

Specifically, the amendment is consistent with:

- *Clause 10 – Operation.* By managing the use and development of land adjacent to the QVM, the amendment will help deliver a net community benefit. This will be achieved by allowing an increased urban density, activating a mixture of different and complementary land uses as well as bringing vitality to these areas.
- *Clause 11 – Settlement.* The amendment is consistent with the principles and objectives of Plan Melbourne and will manage development in a manner that will uphold the Metropolitan Strategy's policy directives.
- *Clause 15.01 – Design and Built Form.* The amendment will facilitate the implementation of urban design, built form, and streetscape design principles to facilitate positive changes to land adjacent to the QVM. The amendment will help incorporate planning provisions that will encourage and support enhanced liveability, and amenity within the QVM environs.
- *Clause 16 – Housing.* The amendment will help deliver the strategic vision for the QVM environs by facilitating and contributing to the enhancement and planning of a vibrant, functional, safe and integrated part of the Central city which services the commercial, employment and housing needs of the municipality.

- **How does the amendment support or implement the Local Planning Policy Framework, and specifically the Municipal Strategic Statement?**

In accordance with the Local Planning Policy Framework of the Melbourne Planning Scheme, the amendment implements a review of the built form controls affecting the Queen Victoria Market and its environs.

The amendment proposes a new land use and development controls to facilitate positive changes adjacent to the QVM that contributes to the long term viability and vitality of a significant public asset that defines the northern edge of the City.

Clause 22.12 (Hoddle Grid) of the Municipal Strategic Statement has been amended to remove reference to a built form transition that is no longer relevant or achievable in the context of the built form review.

- **Does the amendment make proper use of the Victoria Planning Provisions?**

The amendment makes appropriate use of the various zoning and overlay tools available under the Victorian Planning Provisions to achieve the strategic objective of the Scheme.

- **How does the amendment address the views of any relevant agency?**

An extensive consultation process on the draft Queen Victoria Market Precinct Masterplan engaged with the community, agencies and stakeholders. All relevant agencies will be notified as part of the planning scheme amendment formal exhibition process.

- **Does the amendment address relevant requirements of the Transport Integration Act 2010?**

The City of Melbourne is an interface body under the Transport Integration Act 2010. It is required to have regard to transport system objectives and decision-making principles when making decisions that have a significant impact on the transport system.

The Amendment will improve the transport system. It will: encourage walking; reduce reliance on cars; and improve the pedestrian network within, into and out of the precinct. The Amendment will strongly integrate transport and land use by providing for more intensive land use near existing and proposed public transport nodes including the planned Melbourne Metro stations at Parkville and City North.

The Amendment provides for mixed land uses near existing and proposed stations which will increase the efficiency of the use of public transport infrastructure by increasing counter-peak and inter-peak use.

Resource and administrative costs

- **What impact will the new planning provisions have on the resource and administrative costs of the responsible authority?**

The new planning provisions will have no marked effect on existing administrative costs to the City of Melbourne.

- **Where you may inspect this Amendment**

The amendment is available for public inspection, free of charge, during office hours at the following places:

City of Melbourne
Level 3, 240 Little Collins Street
MELBOURNE VIC 3000

City of Melbourne website at www.melbourne.vic.gov.au/planningamendments

The Amendment can also be inspected free of charge at the Department of Environment, Land, Water and Planning website at www.dtpli.vic.gov.au/publicinspection .

21.12 HODDLE GRID

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Housing

- Support permanent and short term residential development in the Hoddle Grid that accommodates a diverse population.

Economic development

- Encourage the development of a range of complementary precincts within the Hoddle Grid that offer a diverse range of specialist retail, cultural and entertainment opportunities.
- Encourage the retention and enhancement of specialised shopping and entertainment precincts within the Hoddle Grid, particularly, Hardware Lane, Chinatown, Collins Street and Little Collins Street.
- Support entertainment, bars, eating and other evening uses throughout the Hoddle Grid.
- Support the Retail Core as a compact, high-density retail precinct and facilitate easy pedestrian access.
- Support the consolidation of education clusters on the northern and western edges of the Hoddle Grid and in Flinders Street.
- Ensure the Northbank of the Yarra River has increased open space opportunities.
- Support the Queen Victoria Market as a retail and tourist facility, and as a heritage asset of State significance.
- Ensure the form and use of development around the Queen Victoria Market does not detract from its amenity nor compromise its 24 hour function.

Built Environment and Heritage

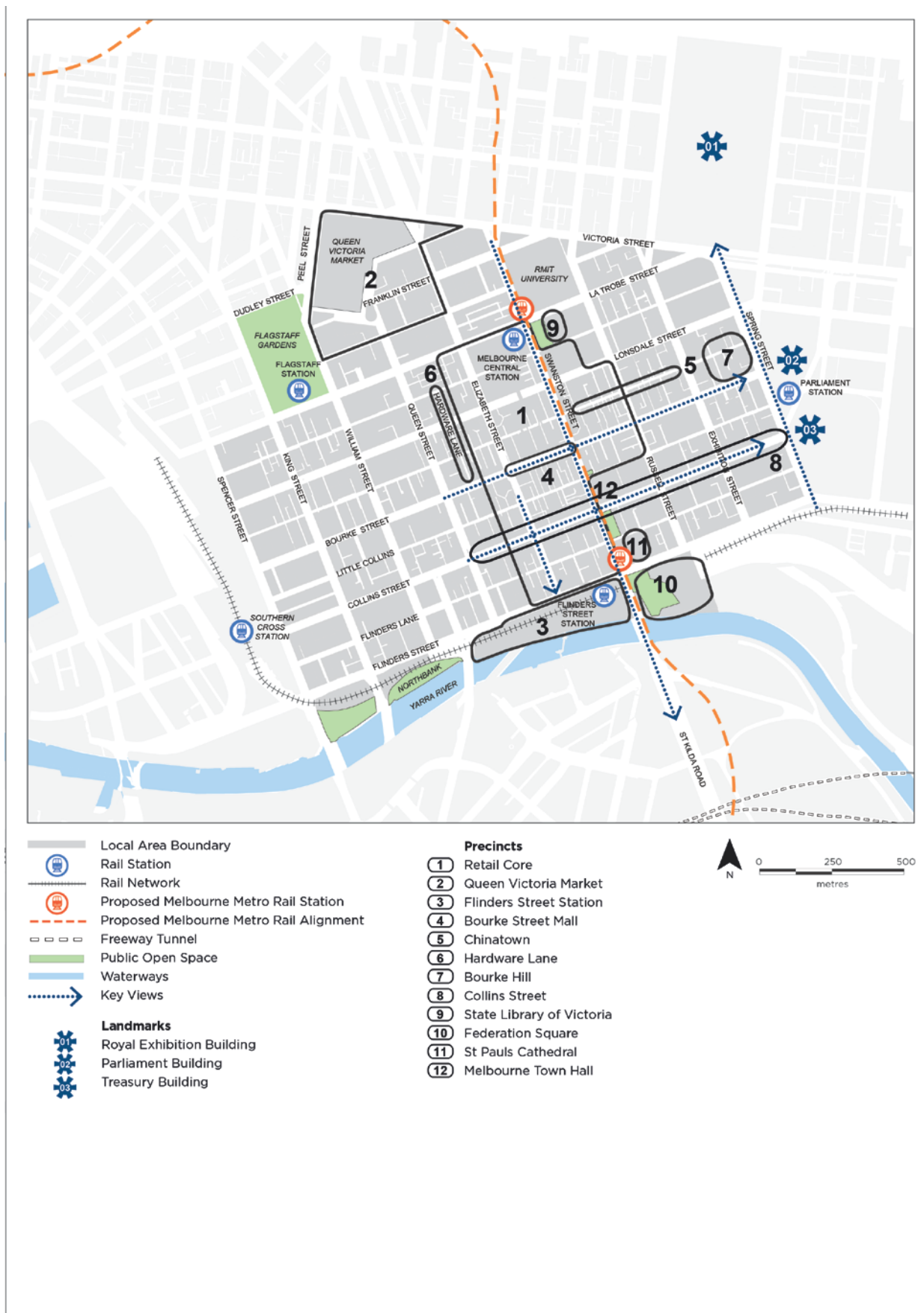
- Protect the regular grid layout, laneways, tree-lined boulevards and identified significant public open spaces.
- Protect the scale of important heritage precincts, boulevards and other unique precincts that rely on a consistency of scale for their image, including the Retail Core, Chinatown, Hardware Lane, Flinders Lane, Bourke Hill, Parliament, the Melbourne Town Hall, and the churches on Flinders and Collins Streets.
- Facilitate the civic and ceremonial function of Swanston Street.
- Enhance Swanston Street as part of a boulevard axis which runs from Princes Park to St Kilda Road.
- Maintain a low rise form and streetscapes in the Retail Core and along key views to ensure an intimate pedestrian scale and views to key buildings are maintained.
- Ensure a clear edge between the taller built form of the Capital City Zone and the Docklands Zone and the lower form of the surrounding areas.
- Ensure a strong contrast in scale of development along Elizabeth Street from the lower scale areas to the north of Victoria Street and the higher scale of the Capital City Zone.
- ~~Ensure the area bounded by Latrobe and Victoria Streets and Elizabeth/Peel Streets has a lower scale than the Hoddle Grid and provides a contrast in built form scale between the lower scale of Carlton and North Melbourne and the higher scale of the Hoddle Grid.~~
- Ensure that the design of tall buildings in the Hoddle Grid promote a human scale at street level especially in narrow lanes, respects the street pattern and provides a context for heritage buildings.
- Ensure that new tall buildings add architectural interest to the city's sky line.

- Ensure tower buildings are well spaced and sited to provide equitable access to an outlook and sunlight for all towers.
- Ensure high quality and robust public space design in arcade and laneway upgrades.
- Link arcades and laneways in the Hoddle Grid.
- Encourage arcade and laneway links between streets and public spaces.
- Ensure development fronting streets creates a continuous building edge and integrated streetscape.
- Ensure that security treatments for shop fronts allow for views into the premises at night and positively contribute to the streetscape.
- Ensure the ground level design of shop fronts on Swanston Street contribute to its role as a pre-eminent retail and lifestyle avenue and entry axis to the Retail Core.
- Ensure sunlight penetration in the middle of the day to key public spaces, appropriate to their role and function.
- Protect the Yarra River and its south bank from overshadowing throughout the year.

Transport

- Ensure that pedestrian use is given priority in the Hoddle Grid.
- Facilitate the development of the Bourke Street Mall as a high quality pedestrian and retail space.
- Ensure that developments provide weather protection along key pedestrian routes and areas, where this does not conflict with building or streetscape integrity.
- Ensure that the design of buildings and public realm in the Hoddle Grid enhances the safety of pedestrians, visitors and occupants of buildings.
- Ensure streets and open space are physically and visually linked to the waterfront, where practicable.
- Develop better links between the south western edge of the Hoddle Grid and the Yarra River.
- Develop better links between the water side entertainment and recreational attractions of the north and south banks of the Yarra.
- Encourage the provision of pedestrian links to the Queen Victoria Market from surrounding areas.

Figure 6: Hoddle Grid



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SCHEDULE 10 TO THE DEVELOPMENT PLAN OVERLAY

Shown on the planning scheme map as **DPO10**.

QUEEN VICTORIA MARKET (QVM) ENVIRONS

1.0 Requirement before a permit is granted

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A permit may be granted to use or subdivide land, construct a building or construct or carry out works before a development plan has been prepared to the satisfaction of the responsible authority provided the responsible authority is satisfied that the grant of a permit will not prejudice the future use or development of the land in an integrated manner.

2.0 Conditions and requirements for permits

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Any permit issued for the use, subdivision or development of the land must be consistent with the *Queen Victoria Market Precinct Framework Plan 2015* at Figure 1, the Vision in Clause 3.0 of this Schedule and should achieve all of the following design requirements:

- New development should not cast a shadow over the proposed public open space shown in Figure 1 between 11.00 am and 2.00 pm on 21 June, unless the responsible authority considers the overshadowing will not significantly prejudice the amenity of the public open space area.
- Building height is the vertical distance between the footpath or natural surface level at the centre of the site frontage and the highest point of the building, with the exception of architectural features and building services.
- Building podiums fronting Therry Street and Queen Street north of Franklin Street should have a minimum building height of 10 metres and must have a maximum building height of 20 metres.
- Buildings podiums fronting other streets should have a minimum building height of 20 metres and must have a maximum building height of 40 metres.
- All building podiums should be:
 - oriented to complement the street system and constructed to the street edge.
 - of a scale that provides an appropriate level of street enclosure having regard to the width of the street.
 - complement adjoining building podiums
 - include high quality treatments to side walls where visible above an adjoining building.
 - of a height, siting and detailing that does not adversely affect the heritage significance of the Queen Victoria Market.
 - designed to internalise above ground car parking behind active uses such as dwellings or offices to ensure a visual relationship between occupants of upper floors and pedestrians to improve surveillance of the public realm.
 - Able to mitigate wind impacts at street level in accordance with the wind amelioration design standards of this Schedule.

- Towers fronting new Franklin Street must be setback at least 10 metres behind the northern masonry facades of the existing sheds.
- New buildings may cantilever over the rear half of the existing sheds.
- Towers must be set back a minimum of 6 metres from podiums along the former alignment of Franklin Street and a minimum of 10 metres from podiums along all other streets to ensure:
 - an appropriate streetscape scale is achieved.
 - the tower's siting above the podium does not dominate or overwhelm the public realm when viewed from ground level.
 - the tower's siting does not adversely affect the heritage significance of the Queen Victoria Market.
- Towers should be set back a minimum of 24 metres from an existing or likely future tower on an adjoining site(s) and 10 metres from side and rear boundaries. The minimum setback between towers must be 10 metres. Towers should be designed and spaced to:
 - equitably distribute access to an outlook, sunlight between towers and to ensure adequate sun penetration at street level.
 - ensure habitable room windows do not directly face one another and that consideration has been given to the development potential of adjoining lots.
 - ensure the sunlight, good daylight and privacy and an outlook from habitable rooms for both existing and proposed development can be provided.
 - encourage the reasonable sharing of access to daylight and an outlook, and the mitigation of wind effects.
 - ensure towers do not appear as a continuous wall at street level.
- New development adjoining the Queen Victoria Market public open space shown on Figure 1 and the frontages of Therry Street, Queen Street, the southern side of the New Franklin Street and Peel Street should be designed to be generally acceptable for short term stationary wind exposure (where the peak gust speed during the hourly average with a probability of exceedence of 0.1% in any 22.5o wind direction sector must not exceed 13ms⁻¹).
- New development adjoining all other public spaces should be designed to be generally acceptable for walking (where the peak gust speed during the hourly average with a probability of exceedence of 0.1% in any 22.5o wind direction sector must not exceed 16ms⁻¹).
- Buildings to be occupied by a residential use should be designed to limit internal noise levels in habitable room windows to a maximum of 45dB in accordance with relevant Australian Standards for acoustic control.
- New development should incorporate a mid-block publicly accessible pedestrian link(s) where the length of a street block exceeds 100 metres. For street blocks exceeding 200 metres in length, two mid-block links should be provided. New links should be located to connect to the area's pedestrian network and enhance the pedestrian permeability of the public realm, generally as shown on Figure 1 to this Schedule.
- Where consistent with the heritage significance of the building, continuous weather protection should be provided to the footpaths of Therry Street, Queen Street, Peel Street and to the southern side of the New Franklin Street to promote pedestrian amenity and provide protection from rain, wind and sun.
- An active frontage should be provided to the ground level of buildings fronting Therry Street, Queen Street, the southern side of New Franklin Street and Peel Street, comprising:
 - At least 5 metres or 80% of the street frontage (whichever is the greater) as an entry or display window to a shop and/or a food and drink premises, or

- At least 5 metres or 80% of the street frontage (whichever is the greater) as other uses, customer service areas and activities, which provide pedestrian interest and interaction.
- Vehicular ingress and egress to new development (excluding loading and unloading facilities) should not be constructed within a frontage to Therry Street, Queen Street, Peel Street and the southern side of the New Franklin Street, where vehicle access via an alternative frontage is possible.
- The existing 720 car parking spaces associated with the Queen Victoria Market located within the proposed public open space and New Franklin Street should be relocated to Parcels A and/or D on Figure 1.
- Where dwellings are proposed on land owned/controlled by the City of Melbourne, consideration should be given to incorporating affordable housing.
- A new community facility that may include a Victoria visitor centre, Market management facilities, public amenities, Market-related education facilities, and retail and hospitality uses should be located within Parcel C on Figure 1.

3.0 Requirements for development plan

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A development plan must be generally in accordance with the *Queen Victoria Market Precinct Framework Plan 2015* at Figure 1.

A development plan must be consistent with the following Vision:

- Development will contribute to the Melbourne CBD's distinctive character by reinforcing the distinction between the Hoddle Grid and adjoining areas whilst not adversely affecting the heritage significance of the Queen Victoria Market.
- Use and development contribute to safe and activated streets and public spaces via appropriately scaled podiums that incorporate ground floor uses that foster interaction with the street and uses at upper levels that achieve passive surveillance of public spaces.
- Use and development will define and activate the QVM's edge as a special place by creating a taller built form around, and oriented towards, the Market, which does not overwhelm the public domain and does not adversely affect its heritage significance.
- Solar access to the future public open space shown in Figure 1 to this Schedule will be maintained.
- Public spaces will be protected from adverse wind impacts so they are comfortable to use for outdoor cafes, window shopping and walking.
- Development will respect the future development potential of adjacent sites including access privacy, sunlight, daylight and an outlook from habitable interiors and allow for an equitable spread of development potential on these sites.
- Development will achieve a high standard of architectural quality and provide a high level of amenity for building occupants.
- Existing levels of car parking associated with the Queen Victoria Market will be relocated and maintained to service the ongoing viability of the Market.

A development plan must include the following:

- A comprehensive Site and Context Analysis Plan that identifies, among other things, the key attributes of the land, its context, its relationship with existing and proposed use and development on adjacent land.
- A development concept plan that includes among other things, indicative:
 - Building heights and setbacks;
 - Elevations and cross sections;
 - Building materials and treatments;
 - Shadow diagrams for the hours between 9am and 3pm at the Equinox (22 September);
 - Shadow diagrams for the hours between 11:00am and 2pm at the Winter Solstice (21 June) demonstrating any shadow impacts on the public open space; and
 - The alignment of existing and new roads and pedestrian links.
- A Wind Effects Assessment that demonstrates that wind impacts will not adversely affect the amenity of the public realm.
- An Integrated Transport Plan which assesses the transport, traffic, pedestrian and bicycle access needs of development.
- An Environmental Sustainable Design and Water Sensitive Urban Design Assessment that outlines the initiatives to be included in future development.
- A Heritage Impact Statement that demonstrates the significance of the QVM will not be adversely affected by new development
- A Staging Plan, where the land is to be developed in stages, which demonstrates interface treatments with adjoining land.
- A planning report that demonstrates how the development plan is consistent with the requirements and objectives of this Schedule.
- Indicative waste storage and collection points.
- A road management plan which provides details of the alignment, design and finish to new public roads as illustrated in Figure 1 to this Schedule.
- An acoustic assessment demonstrating how noise sensitive uses will be protected from impacts from noise generating uses in the area.

4.0

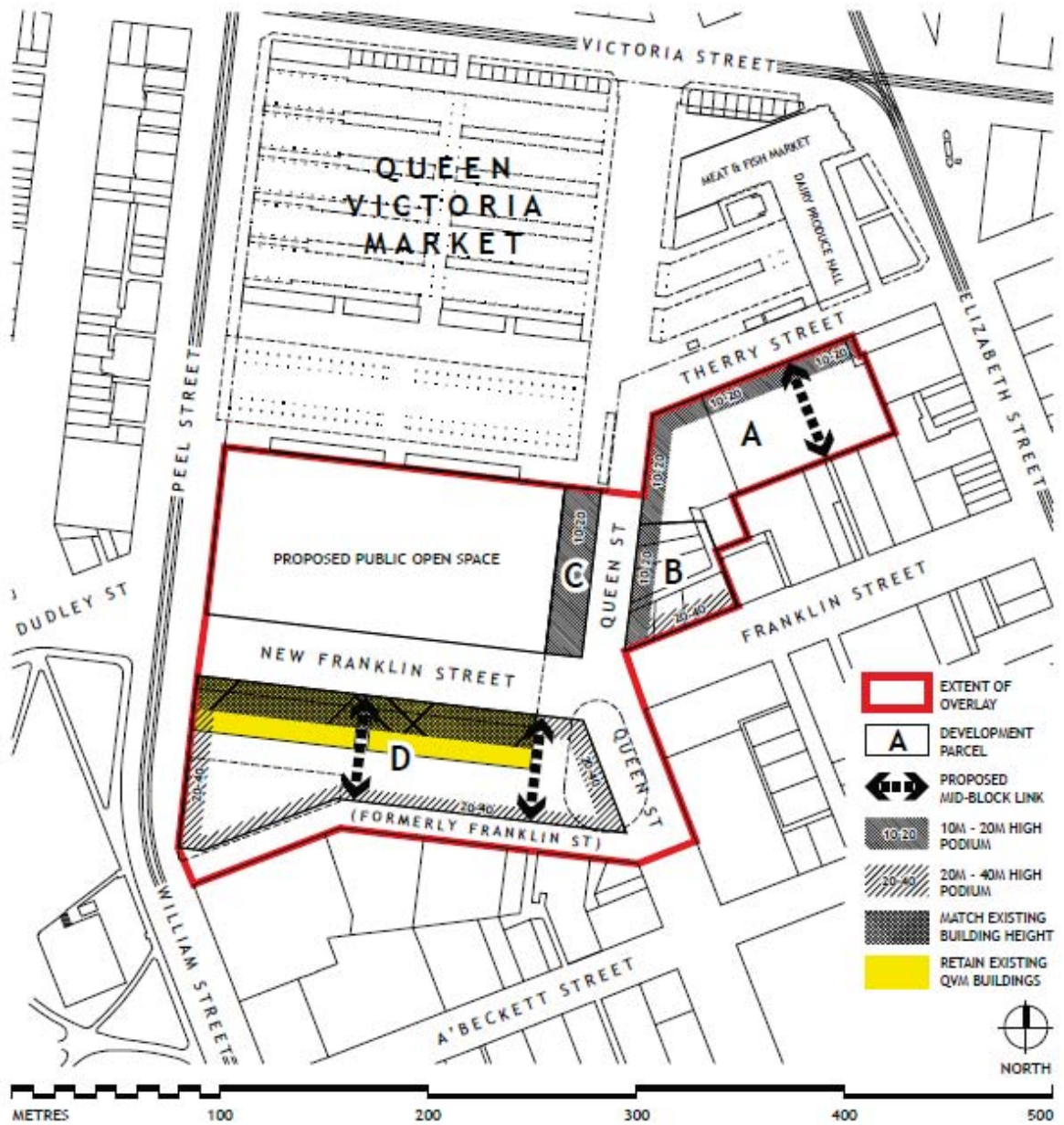
Decision guidelines

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Before deciding on a request to approve a development plan or a request to amend a development plan, the responsible authority should consider:

- Whether the development plan is consistent with the objectives in Clause 3.0 and will achieve the design requirements in Clause 2.0.
- Clause 65 of the planning scheme.

FIGURE 1: QUEEN VICTORIA MARKET PRECINCT FRAMEWORK PLAN 2015



DRAFT

08/06/2006 **SCHEDULE 14 TO THE DESIGN AND DEVELOPMENT OVERLAY**

Proposed C245

Shown on the planning scheme map as **DDO14**

QUEEN VICTORIA MARKET AREA

1.0 Design objectives

- To ensure that development is suitable to its site context.
- To ensure that new buildings respect the development potential of adjacent sites.
- 08/06/2006
Proposed C245
- To ensure the height of new buildings does not overwhelm the public domain.
- To allow daylight and sunlight to penetrate to the street and lower building levels.
- To ensure development supports high levels of pedestrian amenity including daylight, sky views, sunlight and protection from wind impacts.
- To ensure that new buildings respect the amenity and future development potential of adjacent sites and allow for an equitable spread of development potential on these sites.
- To ensure that development provides a high level of amenity for building occupants.
- To ensure that the scale and design of new buildings does not adversely affect the significance of the Queen Victoria Market as a historic and cultural landmark.

2.0 Buildings and works

Buildings and works should meet the Requirements and the Built Form Outcomes specified in Table 1 to this Schedule.

An application must demonstrate how the development will achieve the Design Objectives and Built Form Outcomes of this schedule and any local planning policy requirements.

A permit cannot be granted to vary the minimum tower setback from a street above a podium, or to increase the maximum podium height.

Building height is the vertical distance between the footpath or natural surface level at the centre of the site frontage and the highest point of the building, with the exception of architectural features and building services.

Buildings and works should not cast a shadow over the Queen Victoria Market public open space between 11.00 am and 2.00 pm on 21 June. A permit may only be granted to vary this requirement if the responsible authority considers the overshadowing will not significantly prejudice the amenity of those areas.

Buildings and works should be designed to be generally acceptable for short term stationary wind exposure at street level (where the peak gust speed during the hourly average with a probability of exceedance of 0.1% in any 22.5o wind direction sector must not exceed 13ms⁻¹). However, if it can be demonstrated that the street frontage or trafficable area is only likely to be used as a thoroughfare for the life of the development, the building interface should be designed to be generally acceptable for walking (where peak gust speed during the hourly average with a probability of exceedance of 0.1% in any 22.5o wind direction sector must not exceed 16ms⁻¹).

Buildings and works to be occupied by a residential use should be designed to limit internal noise levels in habitable room windows to a maximum of 45dB in accordance with relevant Australian Standards for acoustic control.

Buildings and works should incorporate a mid-block publicly accessible pedestrian link(s) where the length of a street block exceeds 100 metres. For street blocks exceeding 200 metres in length, two mid-block links should be provided. New links should be located to connect to the area's pedestrian network and enhance the pedestrian permeability of the public realm.

Where consistent with the heritage significance of the building, continuous weather protection should be provided to the footpaths of all streets to promote pedestrian amenity and provide protection from rain, wind and sun.

An active frontage should be provided to the ground level of buildings fronting Queen Street, Franklin Street, A'Beckett Street and William Street, comprising:

- At least 5 metres or 80% of the street frontage (whichever is the greater) as an entry or display window to a shop and/or a food and drink premises, or
- At least 5 metres or 80% of the street frontage (whichever is the greater) as other uses, customer service areas and activities, which provide pedestrian interest and interaction.

Vehicular ingress and egress to new development (excluding loading and unloading facilities) should not be constructed within a frontage to Queen Street, Franklin Street, A'Beckett Street and William Street, where vehicle access via an alternative frontage is possible.

3.0 No permit required

A permit is not required for:

- The construction, or modification, of a waste pipe, flue, vent, duct, exhaust fan, air conditioning plant, lift motor room, skylight, security camera, street heater or similar minor works provided they are not visible from any street, lane or public place.
- External works to provide disabled access that complies with all legislative requirements.
- Alterations to a building which have been authorised under the Heritage Act.
- Buildings and works at the ground level of an existing building, including an extension to the building at ground level, or a new outbuilding at single storey level.
- Buildings and works which do not alter the height or setback of any part of an existing building.

4.0 Exemption from notice and review

An application to construct a building or construct or carry out works is exempt from the notice requirements of Section 52(1)(a), (b) and (d), the decision requirements of Section 64(1), (2) and (3) and the review of rights of Section 82(1) of the Act.

5.0 Subdivision

08/06/2006
Proposed C245

A permit is not required to subdivide land.

6.0 Application requirements

08/06/2006
Proposed C245

An application for permit, other than an application for minor buildings or works as determined by the responsible authority, must be accompanied by a comprehensive site analysis and urban context report documenting the key planning influences on the development. The urban context report must identify the development opportunities and constraints, and demonstrate how the development, addresses:

- State Planning Policy Framework and the Local Planning Policy Framework, zone and overlay objectives.
- The objectives, design requirements and outcomes of this Schedule.
- Built form and character of adjacent and nearby buildings.
- Heritage character of adjacent and nearby heritage places, and the Queen Victoria Market buildings

- Microclimate including sunlight, daylight and wind effects on streets and public spaces.
- Energy efficiency and waste management.
- Ground floor and lower level street frontages, including visual impacts and pedestrian safety.
- Public infrastructure, including reticulated services, traffic and car parking impact.

An Application to construct a building or to construct or carry out works must be accompanied by a Wind Analysis which must show how the proposal meets the requirements of Clause 2.0 of this schedule.

An application to construct a building or to construct or carry out works for a residential use must be accompanied by an Acoustic Assessment which must show how the proposal meets the requirements of Clause 2.0 of this schedule.

DRAFT

5.0 Decision guidelines

08/06/2006

Before deciding on an application, the responsible authority must consider, as appropriate:

Proposed C245

- Whether the proposal achieves the design objectives in Section 1 of this Schedule/
- Whether the proposal achieves the built form outcomes contained in Table 1.
- Whether the development maintains and enhances the character and amenity of the streetscape.
- The wind effect at ground level as demonstrated by wind effects studies.
- Whether the cumulative effect of development promotes a public realm which provides a comfortable pedestrian scale, has good daylight and reasonable access to sunlight throughout the year.
- Whether the development provides a high level of amenity for building occupants in relation to:
 - Daylight to all habitable rooms
 - Privacy to all habitable rooms
- The impact of any overshadowing on the public domain.
- Whether the development minimises loss of sky views from the public domain.
- Whether the development will deliver fine grain built form.

6.0 Reference documents

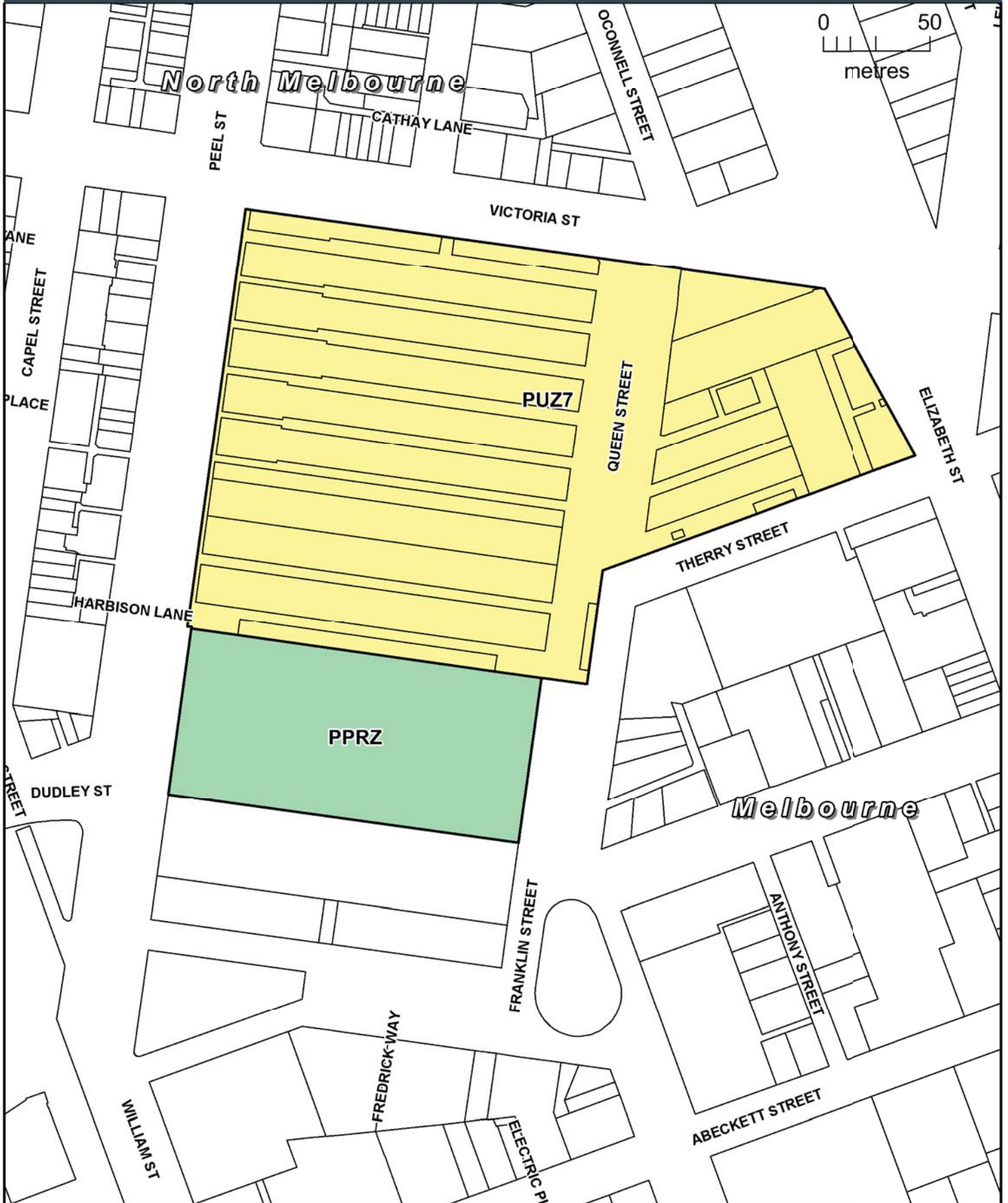
08/06/2006

- Queen Victoria Market Precinct Renewal Built Form Review & Recommendations, March 2015.

Table 1 to Schedule 63 of the Design and Development Overlay

Building design feature	Requirement	Built Form Outcomes
Podium height	Podium heights should be a minimum height of 20 metres and maximum height of 40 metres.	<p>Building podiums:</p> <ul style="list-style-type: none"> – oriented to complement the street system and constructed to the street edge. – of a scale that provides an appropriate level of street enclosure having regard to the width of the street. – complement adjoining building podiums – include high quality treatments to side walls where visible above an adjoining building. – of a height, siting and detailing that does not adversely affect the heritage significance of the Queen Victoria Market and an adjoining heritage building. – designed to internalise above ground car parking behind active uses such as dwellings or offices to ensure a visual relationship between occupants of upper floors and pedestrians to improve surveillance of the public realm. – able to mitigate wind impacts at street level in accordance with the wind amelioration design standards of this Schedule.
Tower separation	<p>Proposed towers should be set back a minimum of 24 metres from an existing or likely future tower(s) on adjoining site(s) and 10 metres from front, side and rear boundaries.</p> <p>The minimum setback between towers should be 10 metres.</p>	<p>Towers are designed and spaced to:</p> <ul style="list-style-type: none"> ▪ equitably distribute access to an outlook, sunlight between towers and to ensure adequate sun penetration at street level. ▪ ensure habitable room windows do not directly face one another and that consideration has been given to the development potential of adjoining lots. ▪ ensure the sunlight, good daylight and privacy and an outlook from habitable rooms for both existing and proposed development can be provided. ▪ encourage the reasonable sharing of access to daylight and an outlook, and the mitigation of wind effects. ▪ ensure towers do not appear as a continuous wall at street level.

MELBOURNE PLANNING SCHEME



LEGEND

- PUZ7 PUBLIC USE ZONE - OTHER PUBLIC USE
- PPRZ PUBLIC PARK AND RECREATION ZONE

Part of Planning Scheme Map 8

AMENDMENT C245



MELBOURNE PLANNING SCHEME



D-DDO14

metres

Carlton

Melbourne

LEGEND

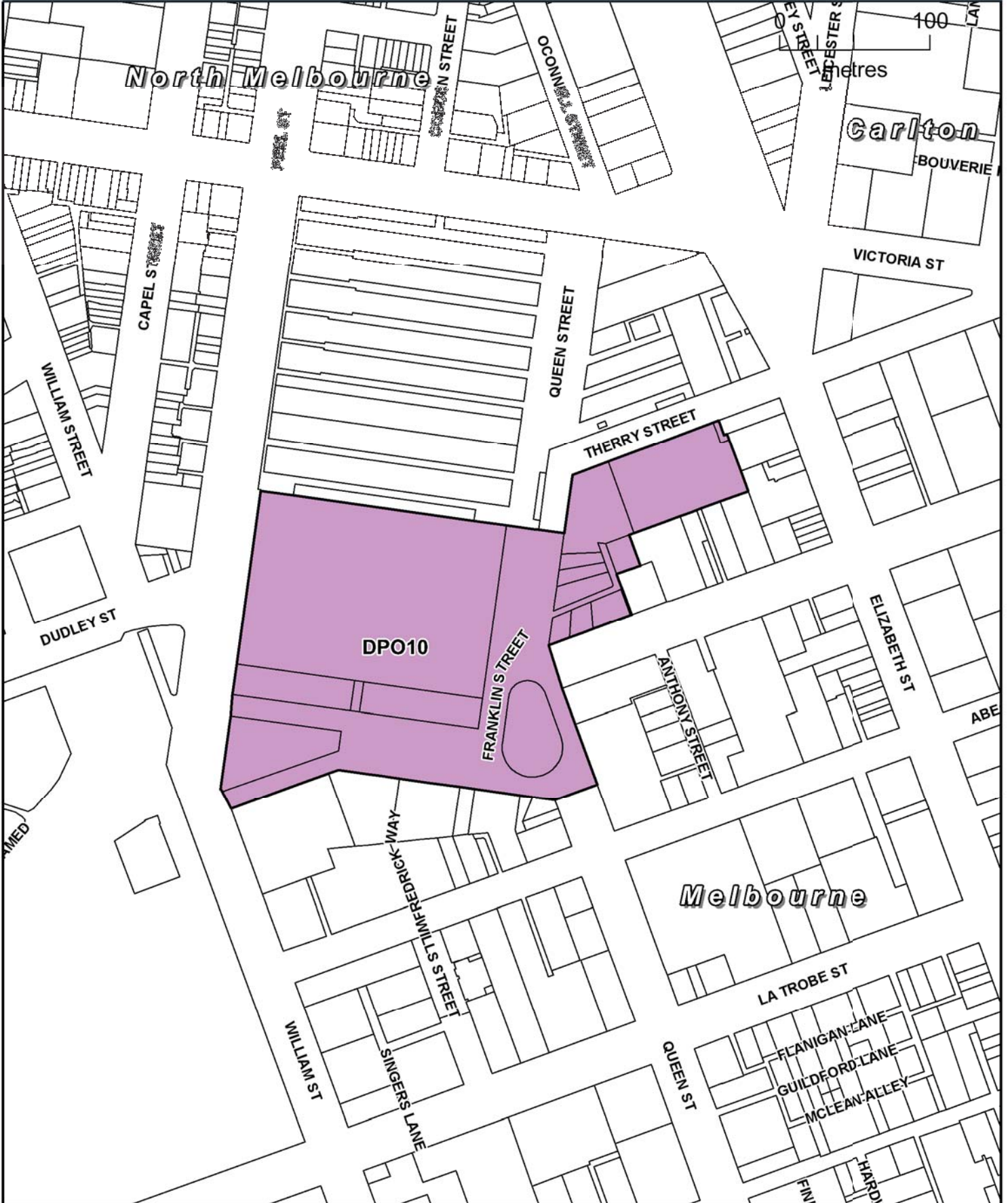
Part of Planning Scheme Map 8DDO2_14

D-DDO14 AREA TO BE DELETED FROM A DESIGN AND DEVELOPMENT OVERLAY

AMENDMENT C245



MELBOURNE PLANNING SCHEME



LEGEND

DPO10 DEVELOPMENT PLAN OVERLAY - SCHEDULE 10

Part of Planning Scheme Map 8DPO

AMENDMENT C245



Planning and Environment Act 1987

MELBOURNE PLANNING SCHEME

AMENDMENT C245

INSTRUCTION SHEET

The planning authority for this amendment is the City of Melbourne.

The Melbourne Planning Scheme is amended as follows:

Planning Scheme Maps

The Planning Scheme Maps are amended by a total of 3 attached maps.

Zoning Maps

1. Amend Planning Scheme Map No 8 in the manner shown on the attached maps marked "Melbourne Planning Scheme, Amendment C245".

Overlay Maps

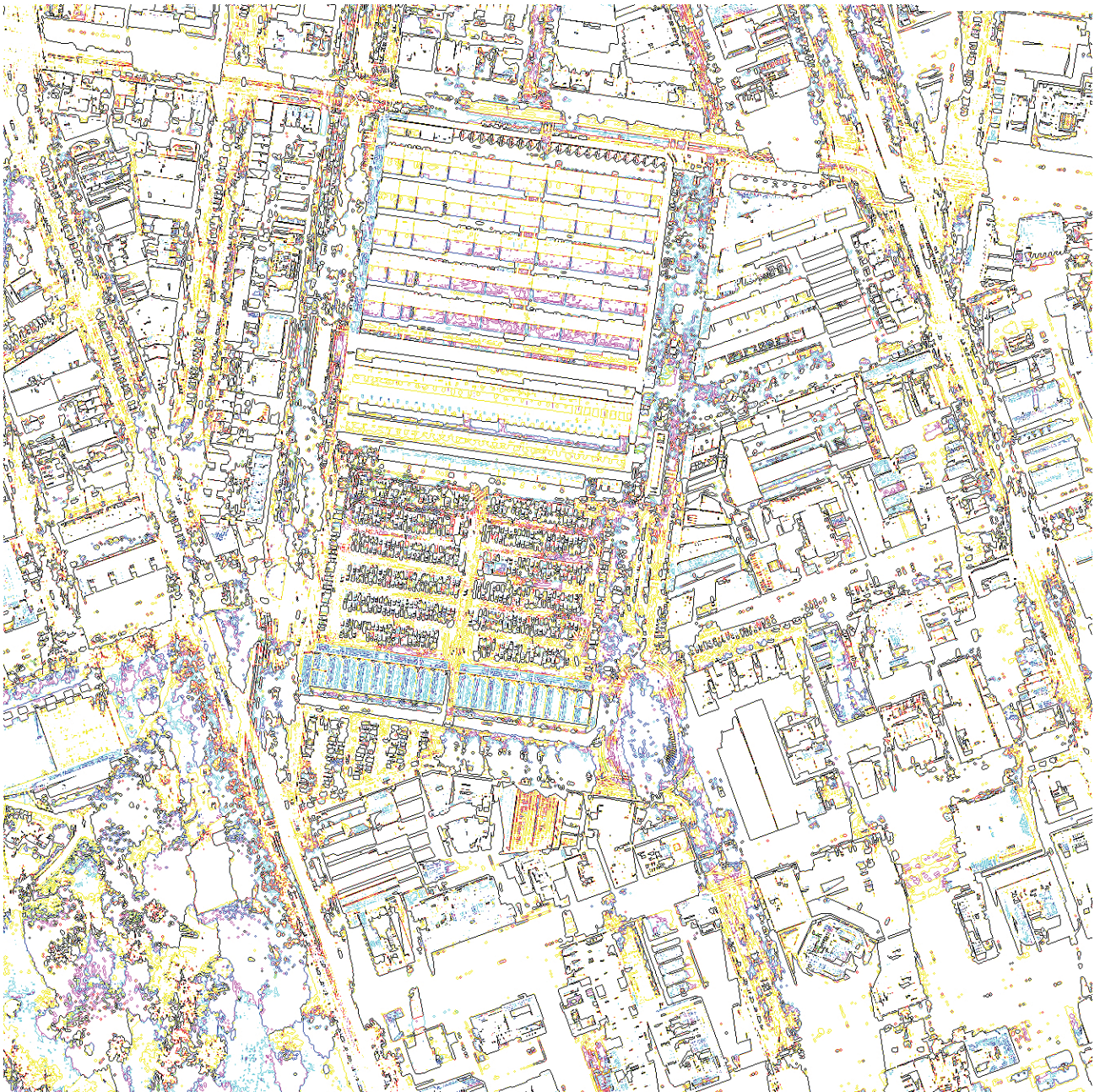
2. Amend Planning Scheme Map No 8DDO 2 &14. in the manner shown on the attached map marked "Melbourne Planning Scheme, Amendment C245".
3. Amend Planning Scheme Map No8DPO in the manner shown on the attached map marked Melbourne Planning Scheme, Amendment C245".

Planning Scheme Ordinance

The Planning Scheme Ordinance is amended as follows:

4. In Local Planning Policy Framework – replace Clause 21.12 with an amended Clause 21.12 in the form of the attached document.
5. In Overlays – Clause 43.04, insert a new Schedule 10 in the form of the attached document.
6. In Overlays – Clause 43.02, insert an amended Schedule 14 in the form of the attached document.

End of document



Queen Victoria Market Precinct Renewal
BUILT FORM REVIEW & RECOMMENDATIONS

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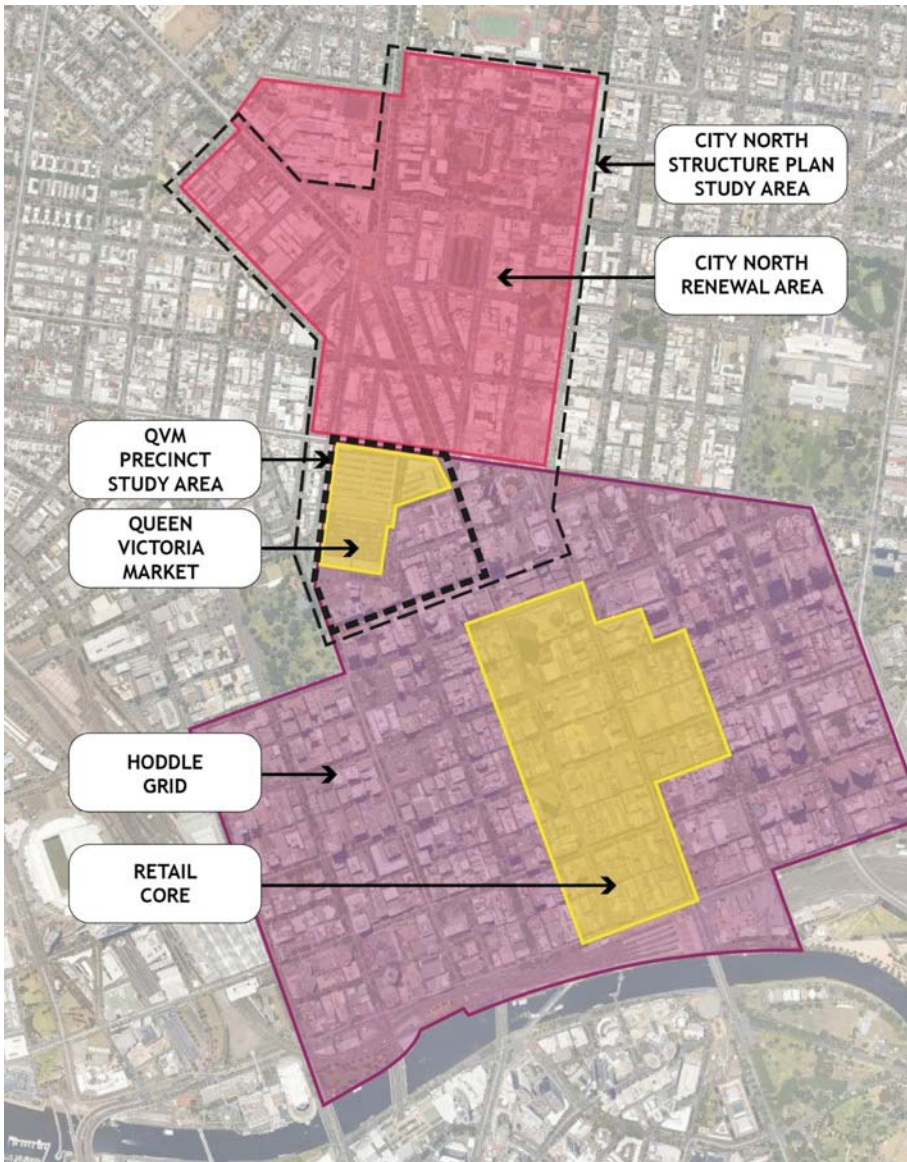


Figure 1.
Study area showing its relationship to:

- The City North Renewal Area, Hoddle Grid, and Retail Core as identified in the MSS;
- The City North Structure Plan Study area; and
- The extent of Queen Victoria Market.

1 Introduction

In October 2013 the City of Melbourne announced the largest investment in its history to renew the Queen Victoria Market (QVM) and create one of the world's great market precincts. A Draft Master Plan was released for public consultation in February 2015. Council's aim for the QVM Precinct Renewal Project is to conserve the Market's heritage and authentic atmosphere while allowing it to evolve to meet contemporary needs of traders, shoppers and the growing city.

Queen Victoria Market is positioned at the heart of Melbourne's growing inner north, and Council's commitment to renew the precinct could not be timelier. Central Melbourne is growing faster than any other area in Australia. According to the latest ABS figures on population trends, Melbourne's growth has outstripped Sydney over the past decade and it will be Australia's most populous city by 2053. Between 2008 and 2013 the Melbourne Local Government Area's residential population increased by almost 30% to about 116,447 people.

Understandings of the strategic role of the QVM precinct have changed from a transitional zone between the central city and low-intensity suburbs in the past, to an integral part of today's central city and emerging City North growth area. Existing controls over the built form of development in the vicinity of the QVM, based on past conceptions of the area, require review.

In addition to this strategic imperative, other factors indicate a need for a review:

- Recent development approvals in the area south and southeast of QVM have allowed buildings to exceed existing building height controls to such a degree that the aims of those controls have been compromised.
- The QVM Renewal Project proposes reconfiguring a variety of reserves south of the New Franklin Street to create a new development site. Current planning controls relate to the current land configuration.
- Built form controls in the wider area have been examined twice in recent years by the City of Melbourne, through a review of Central City Built Form Controls (2011, not adopted) and City North Structure Plan (2012, adopted by Council). These indicated that existing controls should be amended, but refrained from final recommendations for the QVM precinct pending resolution of plans for QVM.

This review is focused on built form and relationships of development with streets and public spaces, and is intended to complement the Draft QVM Precinct Renewal Master Plan, which sets out broad directions for the precinct and more specific recommendations for QVM itself.

The review focuses on concerns that are specific to the QVM precinct, rather than reviewing general policies and controls that apply to the area as a part of the wider Hoddle Grid/CCZ1 zone.

1.1 EXECUTIVE SUMMARY

The area addressed by this review is a portion of the Hoddle Grid adjoining QVM (Figure 1). Development in this area is now managed through various planning policies and controls that apply more generally to the Capital City Zone (CCZ1). In addition, the Design and Development Overlay DDO14 (Figure 2) sets a range of height limits across the area. Heritage Overlay HO7 - Queen Victoria Market Precinct applies to a part of the area (Figure 3).

Heritage controls affecting the area have been the subject of a very recent review and Planning Scheme Amendment process.

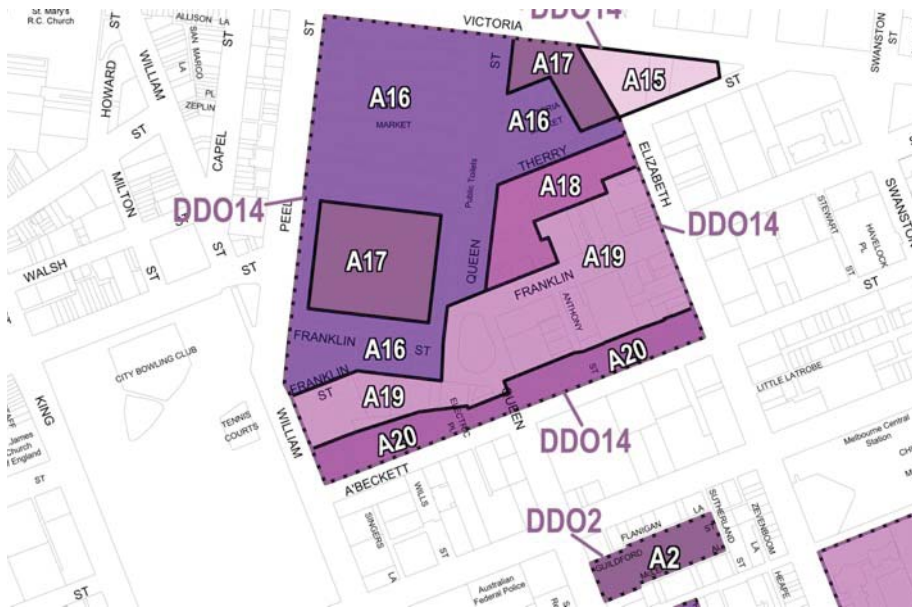


Figure 2. Detail from the City of Melbourne Planning Scheme showing the extent of DDO14. The discretionary height limits are:

- A15 - 12m max.
- A16 - 7m max.
- A17 - 10m max.
- A18 - 20m max.
- A19 - 30m max.
- A20 - 60m max.

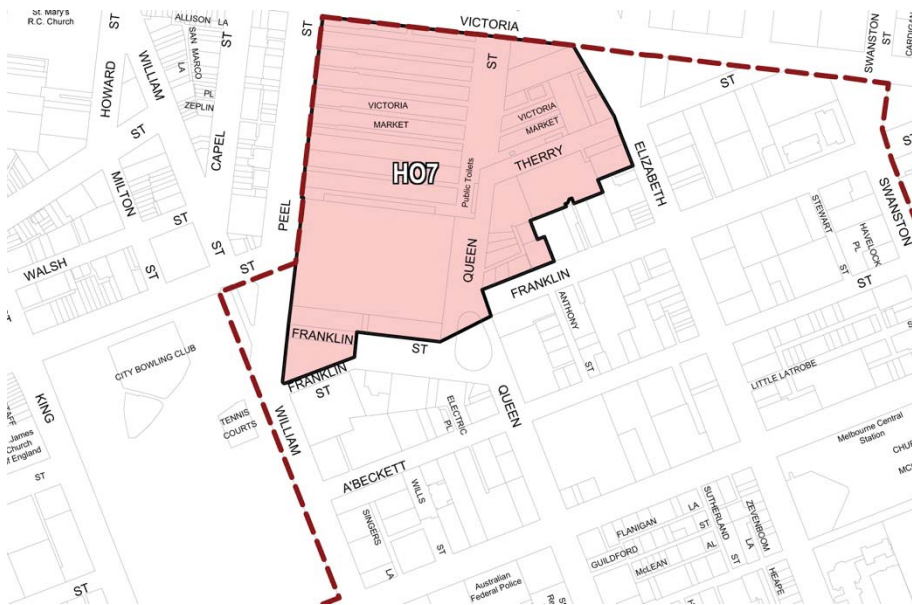


Figure 3. Existing extent of the Heritage Overlay HO7 - Queen Victoria Market Precinct. Relatively minor changes to this are proposed under Amendment C198.

One of the outstanding issues for development control in the area is the degree to which development is encouraged to contribute to the quality of the public realm, especially in streets around and connecting to the QVM. The QVM Precinct Renewal Draft Master Plan (February 2015) identifies public spaces in and around QVM that are of particular importance as active pedestrian environments and as part of one of Melbourne’s most significant retail precincts. Existing controls do not adequately recognise this importance.

A second issue is the discrepancy between heights recommended in DDO14, both in relation to the reality of recent approvals and construction that significantly exceeds those heights and in relation to strategic objectives to support growth in the area. The City North Structure Plan (approved by Council in 2012) sets out a vision for the QVM Precinct that includes intensified development - in essence with the characteristic built form scale of the Hoddle Grid extending northward to the Market and Victoria Street - and with an emphasis on creating active pedestrian-friendly streets.

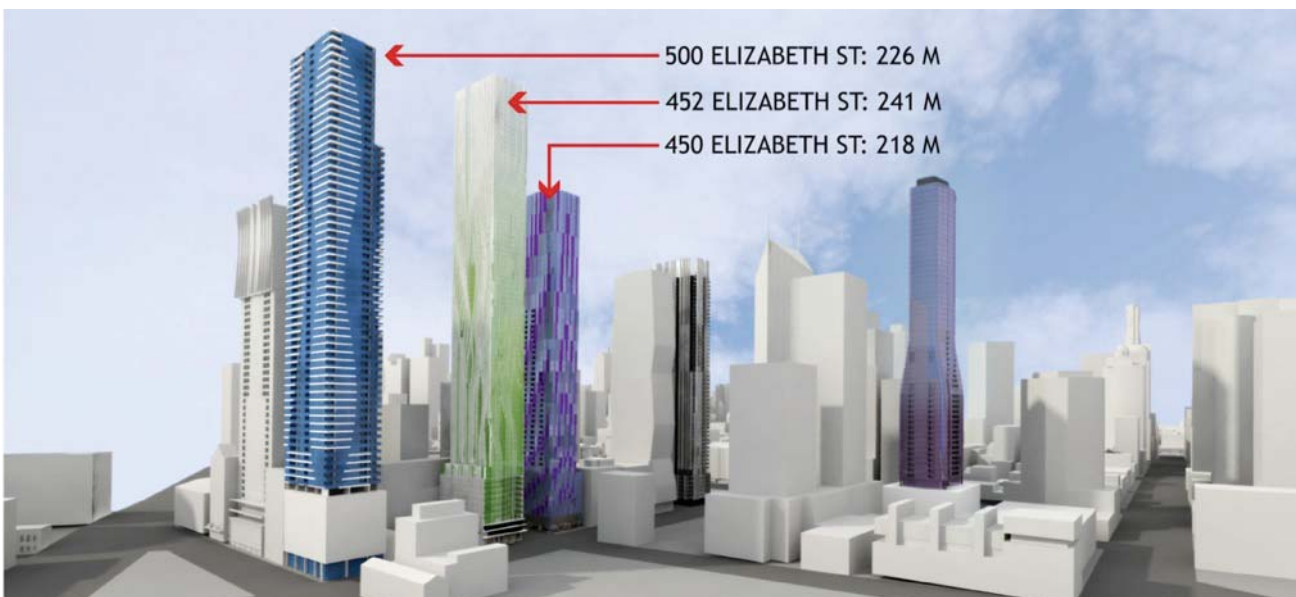
The general implication of the City North Structure Plan is that high density, relatively high rise development characteristic of the Hoddle Grid should and will extend northward to the southern edge of QVM, continuing recent trends, and that this should be coupled with streets that are designed and managed as high quality public spaces as in other parts of central Melbourne.

If properly managed and well designed, this growth will contribute to the activation and viability of the Market as well as creating a strong visual framework of contemporary urban development that frames the historic QVM site.

The key aims in managing this future development are:

- A very high level of environmental amenity should be maintained in streets and public spaces in and adjoining QVM in order to support their use. Given the low-rise buildings on the Market site and the northerly orientation of sensitive frontages for new development sites, overshadowing is not a concern but the mitigation of wind impacts is a very serious concern and will be a significant factor in shaping new buildings in the area, especially along frontages to Therry Street, Queen Street and New Franklin Street.
- Building uses, and especially frontages onto streets, should contribute to an active, interesting and safe public environment and support retail and other activities that complement the roles of QVM.
- Heritage structures should be integrated into new development to help ‘tell the story’ of QVM and its relationship with the precinct.

Figure 4.
Recent tower approvals along Elizabeth Street, near QVM, now under construction.
[urbanmelbourne.info]



To achieve these aims, it is recommended that the existing DDO14 (beyond the site of QVM) should be replaced with new or amended controls which, rather than focussing on building height limits, ensure that:

- Development contributes to Melbourne's distinctive character by reinforcing the distinction between the Hoddle Grid and adjoining areas.
- Development defines and activates QVM as a special place by creating a taller built form around, and oriented towards, the Market, albeit with relatively low podiums that establish as transition to the Market's most intact heritage areas.
- Buildings contribute to safe and activated streets and public spaces via ground floor uses that interact with the street, and uses at upper levels that contribute to passive surveillance.
- Key public spaces in the precinct enjoy access to sun throughout the year.
- Streets and public spaces are protected from wind impacts so they are pleasant to use for outdoor cafes, window shopping and walking.
- Pedestrians are provided with weather protection and protected from conflicts with vehicular traffic along key routes.
- A fine grain of pedestrian routes encourages access throughout the precinct.
- New development is respectful of heritage values of the Market and other significant buildings.

2 Strategic Context

2.1 STUDY AREA

The area under consideration in this review is shown in Figure 1. While referred to as the Queen Victoria Market Precinct in existing controls in the Planning Scheme, it encompasses only QVM itself and a few blocks to the south-southeast, rather than any wider precinct surrounding and related to the Market. The study area is a small part of the central city Hoddle Grid, and part of the Capital City Zone (CCZ1). It is also integrally related to the City North renewal area, and was included in the area addressed by the City North Structure Plan, although recommendations from that plan that would result in new built form controls south of Victoria Street have not been progressed. As such there are three existing sources of strategic directions for the precinct: The City North Structure Plan, policies pertaining to the Hoddle Grid, and objectives arising from current master planning for the QVM.

2.2 THE CITY NORTH GROWTH AREA

As part of its Municipal Strategic Statement, the City of Melbourne identified City North as an urban renewal area that will accommodate significantly more residents and employment growth over the next thirty years. The City North Structure Plan (2012) was prepared to guide renewal of the area and fulfil the precinct’s potential as an extension of the central city.

Council adopted the City North Structure Plan in 2012.

The City North Structure Plan area has already seen extensive residential apartment development and considerably more is anticipated. QVM is becoming central to an extensive area of intensive development, and will be an important link between the older central city and its northward expansion. Planning for the Market needs to respond to the growing population of residents, workers, students and visitors. The increased local population will create new opportunities and pressures for trading at the Market, as well as increasing the importance of the Market’s open spaces. This intensification of nearby development is an important underpinning of the QVM’s long term viability.

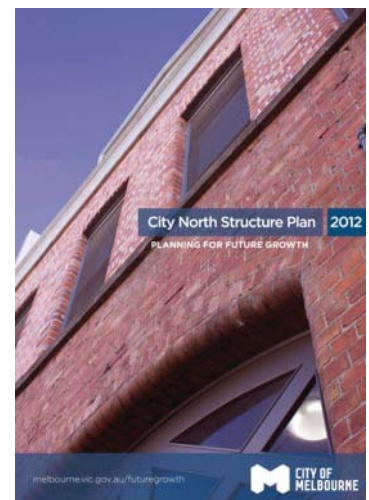


Figure 5. City North Structure Plan, City of Melbourne, March 2012



Figure 6. Detail from illustration of the land use strategy for City North, from the City North Structure Plan. Note the emphasis on QVM as part of a major ‘activity node’ focused along Victoria Street.

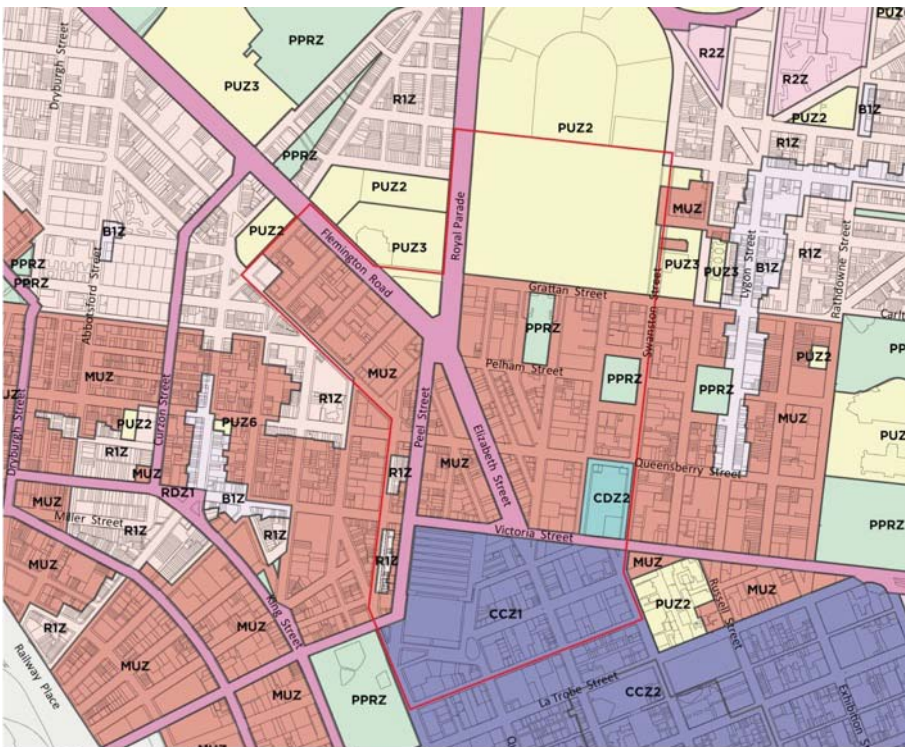


Figure 7. Existing land use zoning, from the City North Structure Plan. QVM is now at the edge of the Capital City Zone.

Figure 2.2: existing land use zoning plan (Melbourne Planning Scheme).

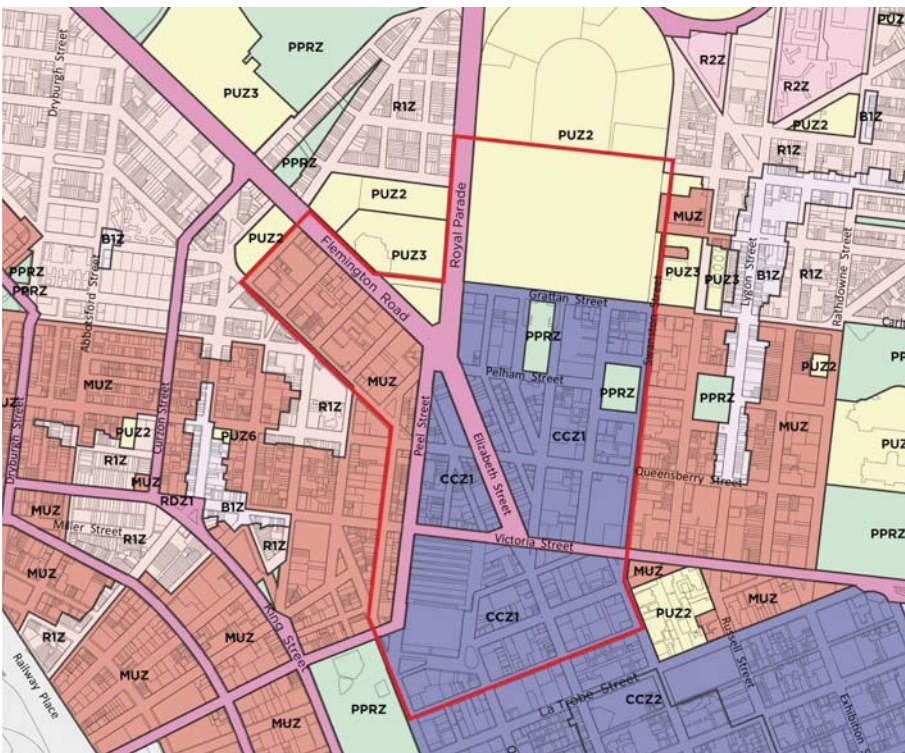


Figure 8. Proposed land use zoning plan - 30 year vision, from the City North Structure Plan. While this envisages no change to the zoning of QVM and areas to its south, east and west, QVM is embedded within the Capital City Zone.

Figure 2.3: proposed land use zoning plan - 30 year vision.



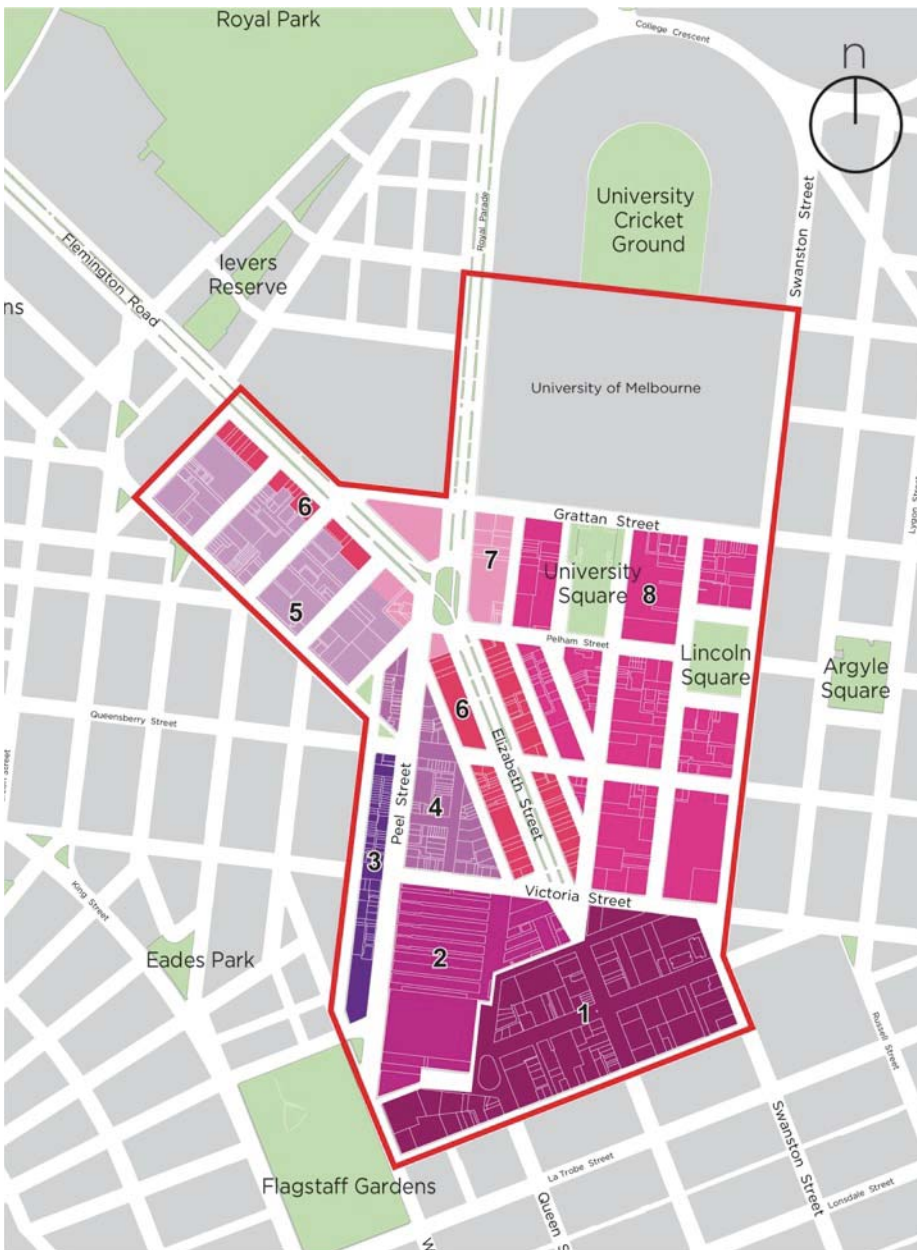


Figure 9. Built form precincts as shown in the City North Structure Plan.

The City North Structure Plan proposes new controls to facilitate intensified development while providing a transition to existing low-scale suburbs, and maintaining a distinction between the Hoddle Grid (south of Victoria Street) and the remainder of the City North precinct.

QVM and the wider QVM precinct to its south are indicated as two distinct areas in terms of anticipated built form character. The latter is regarded as integral to the Hoddle Grid, and QVM as an entity in itself.

Figure 3.5 built form precincts

- | | |
|---|--|
| 1 Hoddle Grid (South of Victoria Street) | 5 Courtney Street Precinct |
| 2 Queen Victoria Market Precinct | 6 Flemington Road, Elizabeth Street |
| 3 Peel Street West (South of Queensberry) | 7 Haymarket Precinct |
| 4 O'Connell, Peel and Victoria Street triangle and Peel Street West (north of Queensberry) | 8 Little Carlton |

2.3 THE QVM PRECINCT RENEWAL PROJECT

The rationale for renewal of the Queen Victoria Market is based on the economic, social, cultural and environmental importance of the Market in its central city location. The future form of QVM needs to emerge gradually within an enhanced physical environment that retains its important heritage values and enables market businesses to work throughout the renewal process.

To date, a community engagement process, consultation with key stakeholders, and professional investigations into the Market’s operation, site and context have been undertaken. Key principles have been established to preserve the Market’s heritage and authentic atmosphere, while allowing it to evolve to meet contemporary needs of traders, shoppers and the growing city.

Queen Victoria Market Pty Ltd has consolidated these inputs into a Strategic Brief, which describes the vision for the renewed Market and the nature of improvements and new facilities required. The City of Melbourne has developed a Draft Master Plan, which outlines high level planning objectives for renewal of the precinct with a focus on the Market and adjacent public realm. Council approved release of the Strategic Brief and Draft Master Plan on 24 February 2015, as part of a third major phase of community engagement for the QVM Precinct Renewal project.

In addition, in October 2014 the City of Melbourne confirmed it was the successful bidder in an Expression of Interest process for the purchase of properties at Therry, Queen and Franklin Streets - a large site often referred to as the Munro site. The redevelopment of these properties will be of strategic importance in relation to QVM, and the Draft Master Plan addresses this as an integral part of the precinct.

2.3.1 Key improvements

A comprehensive renewal program aims to preserve and celebrate QVM’s iconic features while retaining affordability and ensuring that the Market is competitive in a changing retail environment. Upgrades are intended to address essential infrastructure for traders, event spaces, improved car parking and pedestrian access, and new and improved public open spaces.

Key directions for improvements identified through a consultation and community engagement process include:

- Remove cars from public spaces to make room for more retail, hospitality and events.
- Provide alternative customer car parking along with new storage and operational facilities, making it more convenient for shoppers and traders.
- Retain and enhance the authentic market character and experience. Explore new retail, hospitality, events and activities.
- Create a new public open space on the site of the car park, and close Queen Street to traffic to create space for trading and the market community.
- Connect Franklin Street to Dudley Street and remove two roundabouts to make it safer and easier for people to move around and better link QVM with the central city and surrounding neighbourhood.
- Create mixed-use development sites and use funds raised through the development to support the market’s renewal.

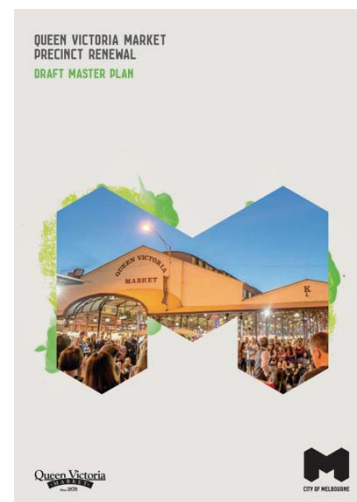


Figure 10. Queen Victoria Market Precinct Renewal Draft Master Plan, City of Melbourne, February 2015

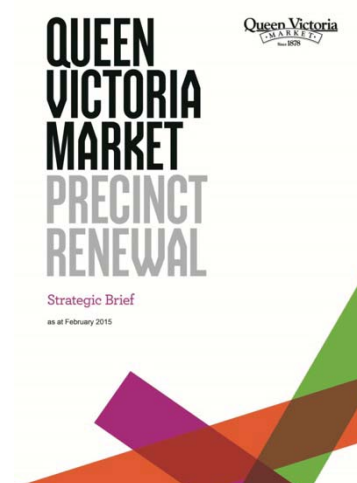


Figure 11. Queen Victoria Market Precinct Renewal Strategic Brief, Queen Victoria Market Pty Ltd, February 2015

2.3.2 State Government Agreement

To support the Queen Victoria Market Precinct Renewal, the Victorian government and the City of Melbourne have entered into a formal Agreement to realign Franklin Street at the south end of the Market and transfer some Crown land in that area to the City of Melbourne.

The new street configuration will remove two dangerous roundabouts, improve pedestrian and local traffic connections around the Market, and allow streetscape amenity improvements on all sides of the Market.

The land changes will create opportunities for new development to add to the vibrancy of the precinct. Funds secured through development of a large new site south of New Franklin Street will be reinvested in the Queen Victoria Market.

A new building location (provisionally dubbed 'Queens Corner') in part of the existing 40m wide reserve for Queen Street will enable provision of a new building with modern infrastructure and services within the heritage Market site.

The key aspects of the agreements are illustrated in (Figure 12):

- Car spaces within the existing at grade car park (A) replaced within the precinct by 2019, and the car park converted to a high quality public space by 2022
- Construction of a new Queen's Corner building within a portion of Queen Street (B) for the Visitor Victoria Centre and new Market management facilities by 2026
- Construction of New Franklin Street by 2019 (C)
- Reconfiguration of land parcels (including the Franklin Street stores (D) and portions of the Franklin Street road reserve (E) to create mixed use development sites by 2026
- Enhancement and renovations of northern Upper Market Sheds to support trading and incorporate new market trading services and facilities by 2023
- Public realm improvements upgrading streetscapes adjoining Queen Victoria Market (Elizabeth, Peel, Queen, Therry and Victoria Streets) and public transport infrastructure by 2026

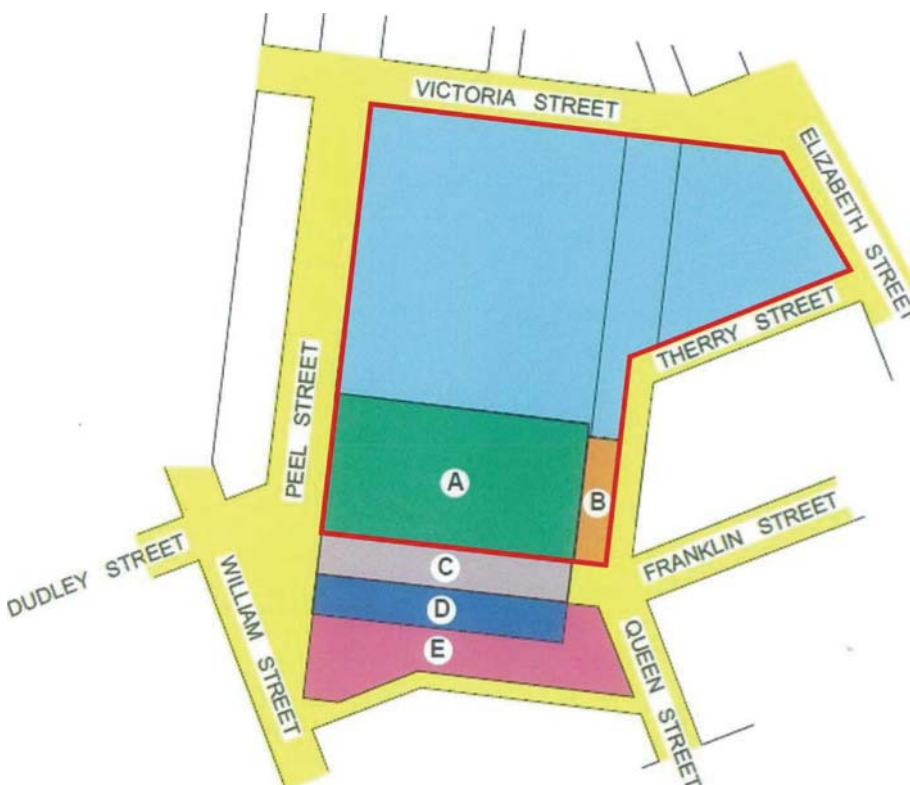


Figure 12. Re-planning of land areas at the south end of QVM as per the Agreement between the State Government and City of Melbourne:

- A: Existing QVM car park to be converted to a high quality public space
- B: New 'Queen's Corner' building in existing road reserve incorporating visitor centre and market management facilities
- C: Alignment of 'New Franklin Street' through existing QVM car park.
- D & E: Portions of existing QVM site and of Franklin Street road reserve to become available for development for other uses.

The resulting modified QVM site boundary is highlighted in red.

2.3.3 Draft QVM Precinct Renewal Master Plan

The Draft Master Plan outlines high level planning objectives and coordinating framework for projects that can be developed in stages. Its focus is on the Market and adjacent public realm (not the wider precinct addressed in this report).

Strategic directions

Three strategic directions are identified in the Draft QVM Precinct Renewal Master Plan. QVM is promoted as a place that is, and should remain:

- **A market of markets:**
QVM is not a simple, single market, it is a cluster of diverse markets within an interconnected precinct, some contained within the QVM site itself, while others spill into adjoining areas such as Elizabeth Street. It is of extreme importance to Melbourne as a retail area.
- **A Melbourne experience:**
QVM is a place to experience Melbourne's local character, liveability and identity - traits that are closely associated with Melbourne's public spaces and street life as well as with heritage buildings.
- **A community meeting place:**
QVM is an important meeting place connecting Melbourne's diverse communities. It has a significant civic dimension as a public place.

All of these suggest the paramount importance of a high quality public realm, with adjoining development contributing to the activation and attractiveness of street spaces. The QVM precinct is, in various aspects, comparable Melbourne's Retail Core, and to the vicinities of the State Library forecourt and Federation Square, all of which are subject to special built form controls.

Spatial planning - the 'Market Cross'

The Draft Master Plan outlines high level planning objectives for renewal of the precinct, and assigns key functional and experiential outcomes to specific areas, or 'quarters', within the Market. (Figure 13) The division into quarters reflects a combination of:

- Varied building types and characters, which create diverse experiences for shoppers in different areas and which are associated with different heritage conservation issues
- Different market trading models, e.g. in shops or open stalls, and fixed or changeable, which have differing implications for strategies to deal with trader infrastructure, storage, etc.
- Different types of goods being sold, e.g. meat and fish, or fruit and vegetables, or non-food items, which result in particular requirements in relation to infrastructure such as waste disposal systems
- Immovable physical features, e.g. the former cemetery wall along F Shed, which create fixed boundaries between potential construction areas

This results in four major quarters of the Market, linked to each other by the 'cross' of public spaces in the heart of the precinct. This 'Market Cross' - comprised of existing and former road reserves of Therry Street (west of Elizabeth Street), Queen Street (between Victoria and Franklin Streets) and the area of J Shed (connecting through to Peel Street) - is proposed as a zone that should be the focus for different trading areas of the Market and where pedestrian activity should be prioritised and a high level of environmental amenity should be ensured.

In addition, other key public open spaces in the precinct are identified as:

- Elizabeth Street plaza, between Therry and Victoria Streets
- The proposed new open space on the site of the existing car park

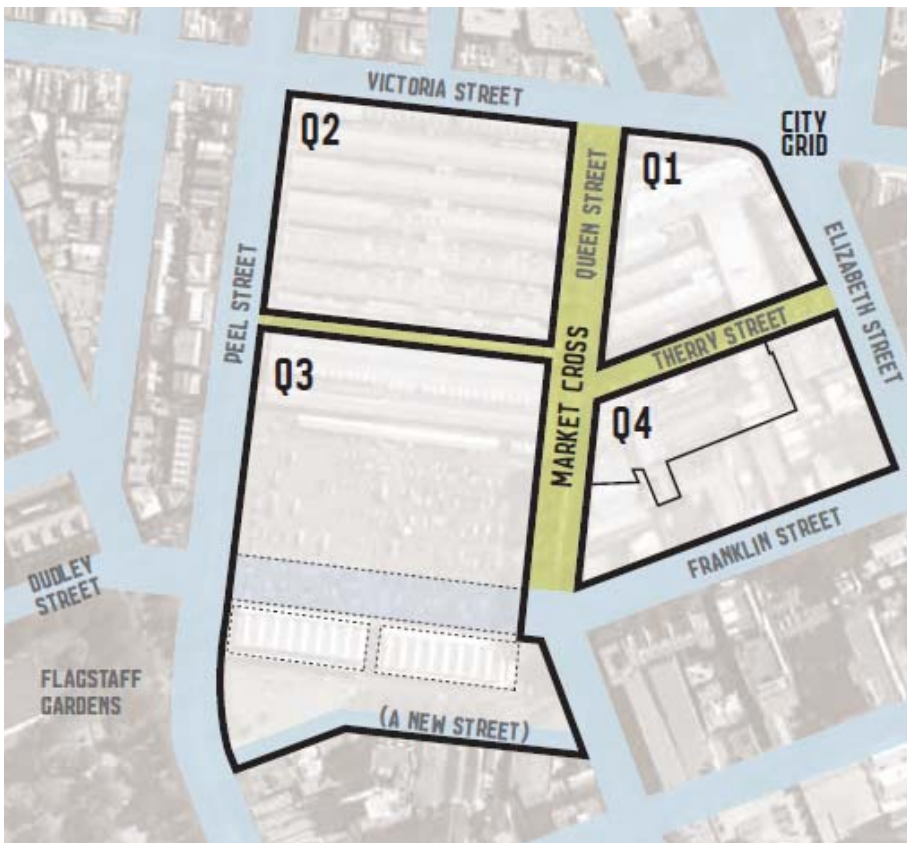


Figure 13. Queen Victoria Market Precinct Renewal - Project Planning Framework

Within this planning framework, proposals for key public spaces within the Market (Figure 14) include:

- **Queen Street between Victoria and Therry streets**
Remove parking and public vehicular traffic. Separate service vehicle operation from public activity - physically or in time - and enhance as a major public space for casual use and programmed events.
- **Therry Street and Queen Street, between Therry and Franklin streets**
Improve the market’s central open spaces as a major meeting point with minimised through traffic and increased pedestrian space, providing more opportunities to sit, eat and relax. Remove the existing toilet building.
- **Queens Corner**
Create a new building that provides an active retail street edge and hospitality to the new open space, accommodating Queen Victoria Market management offices, public amenities, a Victoria Visitor Centre, Market Education Centre, on-site radio broadcasting facility and food and wine industry hub.
- **Street activation**
Create new pavilions for information and ATM hubs, and providing shelter and enclosure to the former road space.
- **J Shed Enhance** as a pedestrian thoroughfare, directly linking the tram stop in Peel Street into the heart of the market.

Proposals for key streetscapes around QVM (Figure 15) include

- **Improved public transport arrival points**
Create improved tram stops in Victoria Street and Peel Street supporting universal access and with space to avoid congestion. Investigate the possible relocation and longer stop for the Elizabeth Street tram stop south of Therry Street to keep clear of other pedestrian activities in Elizabeth Street plaza.

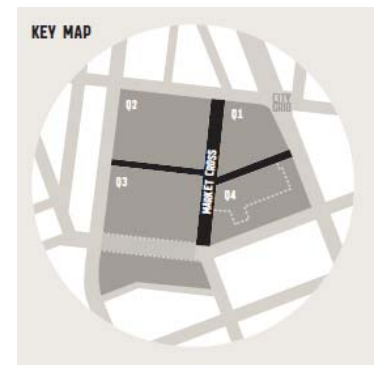


Figure 14. The ‘Market Cross’ of key public spaces proposed in the Draft QVM Precinct Renewal Master Plan.

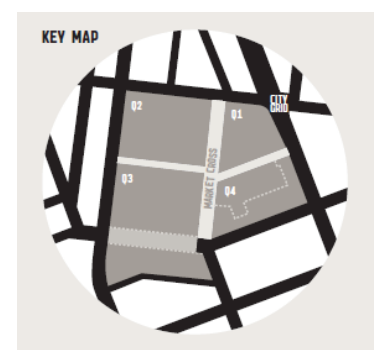


Figure 15. Key streetscapes around QVM identified for improvement in the Draft QVM Precinct Renewal Master Plan.

- **Elizabeth Street plaza**
Minimise through traffic, and expand the pedestrian space. Create opportunities for al fresco dining and encourage cafes and restaurants in adjoining buildings to create a unique hospitality destination.
- **Flagstaff corner**
Create a compact, signalised intersection replacing the roundabout. Investigate the potential to expand Flagstaff Gardens across the existing tram spur.
- **Victoria Street**
Prioritise public transport and pedestrian movement and encourage evolution of the street into an activity spine for City North, linking Errol Street, Queen Victoria Market and the CUB site. Widen footpaths.
- **Franklin Street**
Prioritise local traffic distribution, pedestrian and cycle movement, as well as providing for re-routed buses from the existing alignment of Franklin Street. Widen footpaths and reduce space allocated to centre of road parking.
- **Peel Street**
Enhance formal boulevard quality.
- **William Street, Queen Street and Elizabeth Street**
Improve pedestrian links south from the market including to Flagstaff Station.
- **General streetscape improvements**
Significantly increase street tree plantings and other greening. Upgrade pavements, street furniture and lighting to standards appropriate for high-priority pedestrian precincts in central city.

2.4 THERRY, ELIZABETH, FRANKLIN AND QUEEN BLOCK PLAN

Prior to the City of Melbourne’s purchase of the Munro site, it prepared a document outlining development control guidelines for the block bounded by Queen, Therry, Elizabeth and Franklin streets. The purpose was to assist potential property developers and their consultants to prepare proposals that would be appropriate in the context of the Queen Victoria Market Precinct Renewal. With Council’s subsequent purchase of the Munro site, the audience for this document has changed, but the objectives it outlines are still relevant.

Key recommendations of the Block Plan are:

- Retention of some of the better buildings in the area is desirable to maintain a sense of the precinct’s history. In addition to highly graded buildings, consideration should be given to retaining key buildings that contribute character and visual interest, e.g. the Mercat Cross Hotel.
- New development (where not constrained by heritage buildings) should create a street wall along Therry and Queen Street between 20m and 30m height, to reduce the impacts of high-rise development to the south and east of the Market. Taller building elements should be set back at least 10m from the street.
- Building uses along street frontages must contribute to a high level of streetscape activation and passive surveillance of the public realm, with at least 80% of ground level street frontages as entries or display windows to shops or food and drink premises, or other uses such as customer service areas and activities that provide pedestrian interaction, with tenancies being at least 15 metres in depth. Provision of accessible balcony verandahs extending over the footpaths of streets adjoining QVM should be considered (i.e. along Therry and Queen Streets).
- A mid block pedestrian link should be created extending the existing laneway between 104-106 and 108 Franklin Street through to Therry Street. This should be lined with active frontages and allow for universal 24/7 public access. (Figure 17)
- Other laneways should be extended to enable rear service access and minimise crossovers of busy pedestrian footpaths (see Figure 18).
- Up to 400 car parking spaces, from among the number of spaces as permitted under extant planning controls, should be designed and managed to function as public parking spaces catering to QVM patrons.



Figure 16.
Existing balcony verandah on the Mercat Cross Hotel.

TO PROMOTE ACCESS FOR ALL

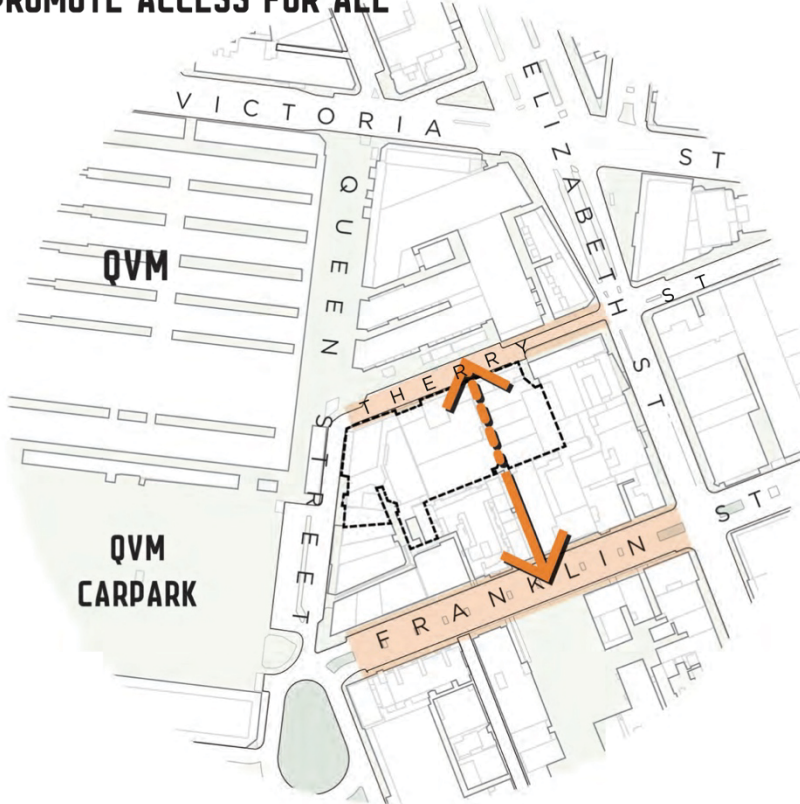


Figure 17.
Midblock pedestrian link recommended in the Therry, Elizabeth, Franklin and Queen Block Plan

BUT MINIMISE TRAFFIC IN QVM HEART

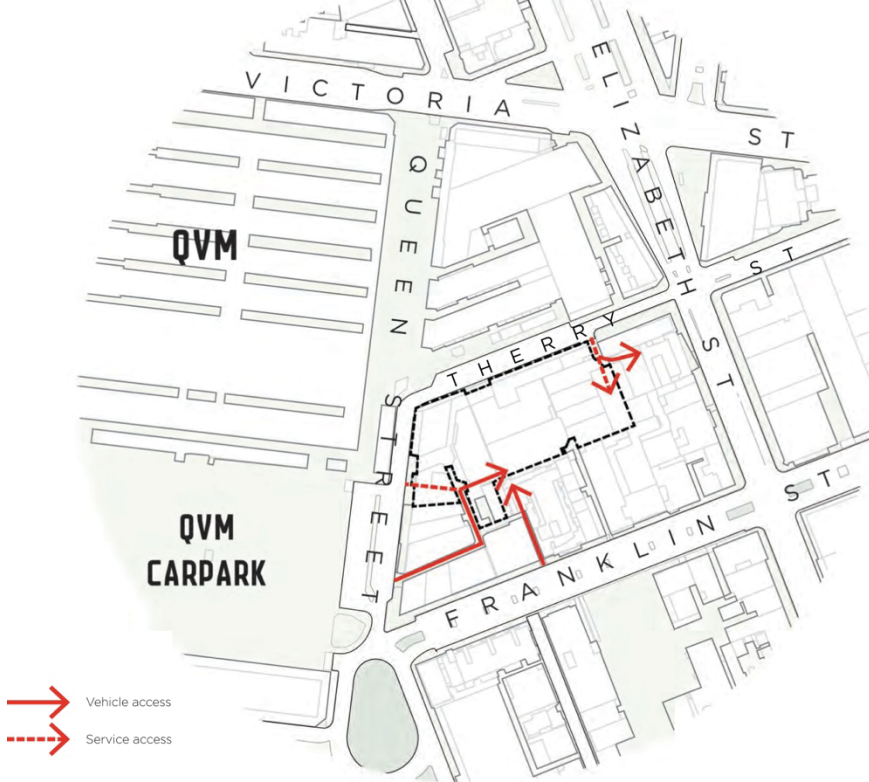


Figure 18.
Service laneway links recommended in the Therry, Elizabeth, Franklin and Queen Block Plan

3 Existing urban form and issues

3.1 EXISTING BUILT FORM

3.1.1 Urban structure

QVM is situated at the edge of Central Melbourne’s Hoddle Grid. Definition of this edge results from a combination of features including QVM itself, Flagstaff Gardens and the former Royal Melbourne Drill Hall (which are all listed on the Victorian Heritage Register). A series of spaces at the break between the Hoddle Grid and surrounding street grids including the Eight Hours Monument Reserve, and heritage buildings including the City Baths and Old Melbourne Gaol, further contribute to this definition. Historically, Victoria Street was Melbourne’s original town boundary and the location of these public places along it is not coincidental.

The result is not the stark contrast seen along the Spring Street edge of the Hoddle Grid, but it is no less important because of its complexity.



Figure 19. The northern edge of the Hoddle Grid is defined - and separated from South Carlton and West Melbourne - by the change in orientation of street grids in combination with a number of spaces and civic buildings including QVM, Flagstaff Gardens, the former Royal Melbourne Drill Hall, and City Baths.

3.1.2 Streets and public spaces

Flagstaff Gardens adjoins the precinct, QVM includes some off-street spaces, and the Draft Master Plan proposes redevelopment of the existing open air car park as a new public space, but as with most of Melbourne’s Central City the streets are of primary importance as public spaces.

Streets in the precinct include 30m wide streets that are part of the Hoddle Grid (Figure 20). The regularity of the 200m x 200m blocks formed by the 30m streets of the Hoddle Grid - each block typically halved by an east-west little street - is varied somewhat north of Latrobe Street, where the 10m little streets are replaced with 20m reserves for A’Beckett and Therry Streets. However, A’Beckett Street and Therry Street have a relatively intimate scale in comparison to the major streets simply due to their lesser widths, and also mainly serve a local function in relation to traffic and access.

While there are some service lanes within the blocks formed by this street grid, there are relatively few mid-block through links in comparison to other parts of the Hoddle Grid.



Figure 20. The local street grid is generally comprised of:

- 30m wide primary streets
- Secondary streets, generally 20m wide (rather than the 10m little streets in the rest of the Hoddle Grid)
- Wider ‘boulevards’ including Peel Street (40m) and Elizabeth Street north of Victoria (60m)

3.1.3 Built form

Street walls

The existing built form in the precinct is consistent with commercial development typical of the inner Melbourne area, with buildings that occupy the full width of their sites and facades at the street frontage.

This building pattern results in streets that have a formal spatial character resulting from regular definition by 'street walls'. This is demonstrated in historic as well as modern buildings such as Melbourne Terrace Apartments (designed by Nonda Katsalidis, 1994) at the corner of Franklin and Queen Streets (Figure 24). This spatial definition of streets as the primary system of public space through the city is an important characteristic of central Melbourne.

The containment of street spaces means that views are directed along the street. There are no views of significant buildings from street spaces across other open spaces or building sites in the precinct. As a result, 'landmark buildings' are usually only seen from near at hand, as with the facade of the QVM meat hall (Figure 21). The sole situation where buildings are (or will be) prominent in more distant views is at locations where the street grid changes direction, including, for example, the view east along the proposed New Franklin Street, which will focus on Melbourne Terrace Apartments. Other views of this type focus on the QVM site.

The sense of spatial definition of the streets that characterises the precinct does not rely on great consistency in the height of buildings. In typical perspective views along streets (rather than in architectural elevations), even where there is a mixture of building heights the aggregate effect tends to be dominated by the taller building elements at the street frontage, provided that gaps created by lower buildings are not so wide that they read strongly in views along the street. One of the clearest examples of this principle is in one of Melbourne's most famous streetscapes, Collins Street at the end of the 19th century (Figure 22), where an extraordinary mix of building scales (and styles) existed side by side yet presented as a reasonably cohesive streetscape.

Building scale and architectural character

Within this consistent order of buildings lining the streets, buildings in the QVM precinct vary significantly. The precinct can be broadly described as relatively low rise - in comparison to modern high-rise tower construction - yet heights are quite varied, ranging from single storey to substantial Victorian buildings such as Burbank House at 100 Franklin Street (the former Ferguson and Urie warehouse, Figure 23), with larger modern buildings including the Jasper Hotel (former YWCA) and Melbourne Terrace Apartments, and more recent development that is significantly taller again.

A number of developments currently under construction will have dramatic impacts on the precinct, with an increase in building height and density. A number of additional approved projects, if built, will extend these impacts.

The portion of the precinct with the most consistent existing building scale is the strip along the west side of Elizabeth Street, which is dominated by a continuous row of fine-grained 2-3 storey retail buildings, extending from A'Beckett Street to Victoria Street and including parts of QVM. The Jasper Hotel interrupts this strip, but even the Jasper maintains a low-rise street frontage with a substantial setback to the higher building element (Figure 25). The entirety of this frontage to Elizabeth Street is made up of buildings with heritage gradings ranging from B through D in the City North Heritage Review.

Several buildings in the remainder of the precinct are identified as having heritage value, although the majority of these are in the block north of Franklin Street with only isolated heritage buildings to the south.



Figure 21. The QVM Meat Hall is an important landmark but is only visible from within adjoining streets, so views of it can't be blocked by development on sites near the Market.



Figure 22. Varied building sizes and styles in Collins Street ca 1900. [N. Caire, National Library of Australia]



Figure 23. The former Ferguson and Urie Warehouse at 100 Franklin Street.



Figure 24. Melbourne Terrace Apartments. [John Gollings, as found at architectureau.com]



Figure 25. Low-rise retail strip on the west side of Elizabeth Street, including the Jasper Hotel. [John Torcasio, Panoramio.com]

3.2 ISSUES

3.2.1 Low levels of frontage activation

Much of Elizabeth Street is and traditionally has been lined by retail premises, but the standard of frontage activation in other streets in the precinct is less consistent and generally much lower. As a result, the contribution of building uses to the activation and safety of street spaces is limited both in physical extent, and limited especially at night. QVM's sporadic trading hours also contribute to bursts of activity and long quiet periods, which also results in a lack of 'eyes on the street' at many important times. With increasing density of development and an increasing residential population in the area, use of the streets is expected to increase at all times, and this lack of frontage activation will become increasingly undesirable.

3.2.2 Poor contribution to street definition and activation by QVM

The spatial definition of streets by building facades, and the contribution of building uses to streetscape activation and passive surveillance, is least consistent in streets directly adjoining QVM. This is partially due to irregularities in the street reserves at the south end of the Market. It is also a result of the relatively low level of development of QVM in comparison to the other former city Markets, which featured a substantial perimeter of buildings addressed to the streets (Figure 26, Figure 27) of a type that was developed at QVM only at a smaller scale and only around parts of the site. Demolition of buildings at QVM in the area of the existing car park after the wholesale market functions were relocated to Footscray Road further eroded this sense of street enclosure. However, this inconsistency results from the public Market buildings, not nearby private development. The Draft QVM Precinct Renewal Master Plan proposes to 'investigate opportunities for buildings and uses to make adjoining streets active' in a number of locations at the Market'

To some degree, it may be possible to improve this interface between QVM and adjoining streets, and this is proposed in the Draft Master Plan. However, alterations of QVM are significantly constrained by heritage buildings. It is therefore especially important that buildings surrounding QVM - where heritage constraints allow for redevelopment - help to compensate for gaps in activation by the Market with very high levels of activation, at ground floor and above.

3.2.3 Poor provision for pedestrian capacity and amenity

Current development approvals for the area east of QVM will (if implemented) create one of the most densely populated urban areas in Melbourne (Figure 4). However, the precinct's streets now offer the least amount of footpath space and poorest standard of streetscape amenity to be found within the typical range of conditions across Melbourne's Hoddle grid (Figure 28). This situation should be reversed to support intensive use of the precinct with a very high standard of provision for pedestrians. This is largely a matter of the design and management of the streets themselves, but must be supported by appropriate locations of driveway crossovers and other service vehicle access points to properties, by weather protection to footpaths, etc. provided by adjoining development.

3.2.4 Poor permeability of the large blocks

In other parts of the central city, Melbourne's large-scale street grid is broken down by system of lanes and arcades, which make important contributions to a walkable environment. This laneway network is poorly developed in the QVM precinct. While there are a number of service lanes, few connect through blocks to provide useful pedestrian links, and most are managed as purely utilitarian spaces. Further development of a fine-grained network of pedestrian routes in the precinct is desirable.

The Draft QVM Precinct Renewal Master Plan recommends a new north-south



Figure 26.
The former Eastern Market at Bourke and Exhibition Streets.



Figure 27.
Former Melbourne Fish Market.

pedestrian link through the 'Munro' block, connecting Franklin and Therry Streets. This link is also supported by the City North Structure Plan (although the route proposed in the Structure Plan is less directly supportive of the policy objective of providing a direct through block link at least every 100m).

In addition, the City North Structure Plan indicates a new link parallel to Elizabeth Street, with the (implicit) aim of providing rear service access to the Elizabeth Street retail strip so as to reduce the need for any service access via the busy Elizabeth Street footpath.

3.2.5 Support for retail activity

While the QVM precinct is outside the Retail Core as defined in the MSS, the Queen Victoria Market is one of central Melbourne's major retail destinations and this function extends into nearby areas, in particular Elizabeth Street to the south, which accommodates specialty shops that complement those within the Market. This retail activity is important in and of itself, not only as a way to activate streetscapes, and as such indicates the importance of maintaining substantial retail tenancies within the buildings with adequate floor areas and floor-to-ceiling heights to ensure their long term adaptability to a variety of retail operations (beyond hole-in-the-wall cafes).

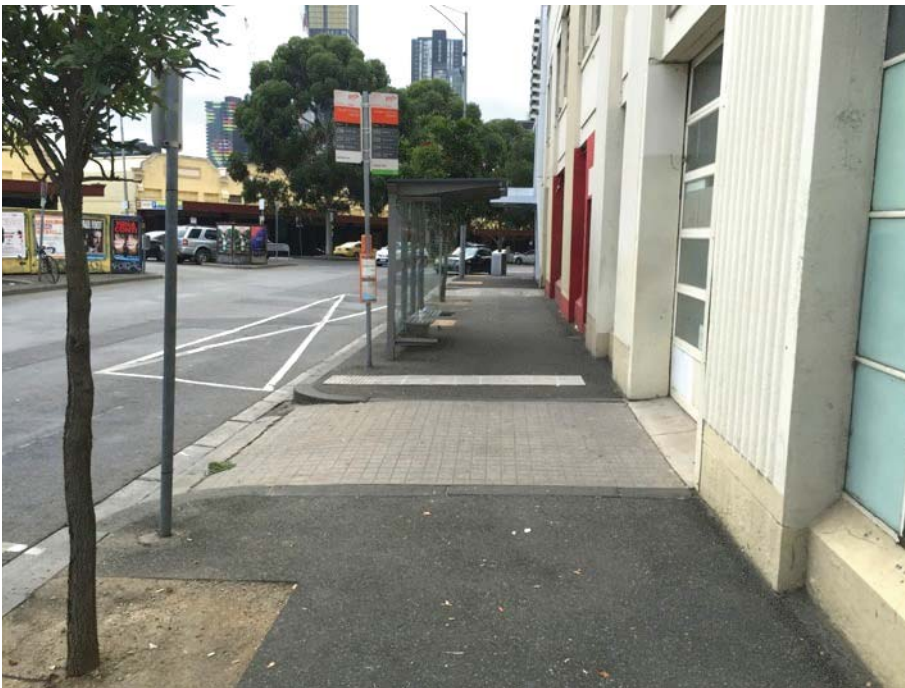


Figure 28. Typical streets in the precinct feature relatively narrow footpaths, often interrupted by driveway crossovers. Pavements, street trees, lighting and street furniture are characteristic of parts of the city that are regarded as being of the least importance for pedestrians. Building frontage activation is often poor, and weather protection for pedestrians inconsistent. This treatment reflects the past character of land uses in the precinct. This land use character is rapidly being superseded by more uses that rely on more intensive pedestrian activity.

4 Existing controls and issues

4.1 EXISTING BUILDING HEIGHT AND SETBACK CONTROLS

4.1.1 QVM Precinct Design and Development Overlay

Height controls in the QVM precinct south of Victoria Street are detailed in DDO14 (Figure 29), which recommends low-rise development near the Market, transitioning upwards to A'Beckett Street, beyond which normal CBD height controls apply.

The objectives of DDO14 are:

- To ensure that any development within the Queen Victoria Market is consistent with its Victorian character and low-scale.
- To ensure that development around the Market edges and within close proximity to the Market provides an appropriate scale transition from the low scale Market buildings towards the medium and high-rise towers in the central city.
- To ensure that any development in close proximity to the Queen Victoria Market is compatible with the scale and character of the Market, surrounding residential developments and adjacent precincts.

DDO14 was put in place in 2004 through Planning Scheme Amendment C61.

Fundamental concepts supporting this DDO include:

The precinct [was] considered to be in a transitional area between the high density built form and high intensity land use of the CAD to the south and south-east and the lower rise, lower intensity areas to the west (Flagstaff Gardens) and north and north-east. [Amendment C61 Panel report]

The future desired urban character of the Queen Victoria Market Precinct will reaffirm the traditional scale and image of the historic Market. ... [and] achieve an appropriate transition from the broad proportion and low scale of the Market to the more substantial tower forms of 'Central Melbourne'.

[Queen Victoria Market Built Form Review, Hansen Partnership, 2003]

A number of other controls also apply. Of particular importance is the precinct's zoning as part of the Capital City Zone (CCZ1). Although not a built form control, this carries with it policies that have a direct bearing on built form such as Clause 22.01 Urban Design within the Capital City Zone.

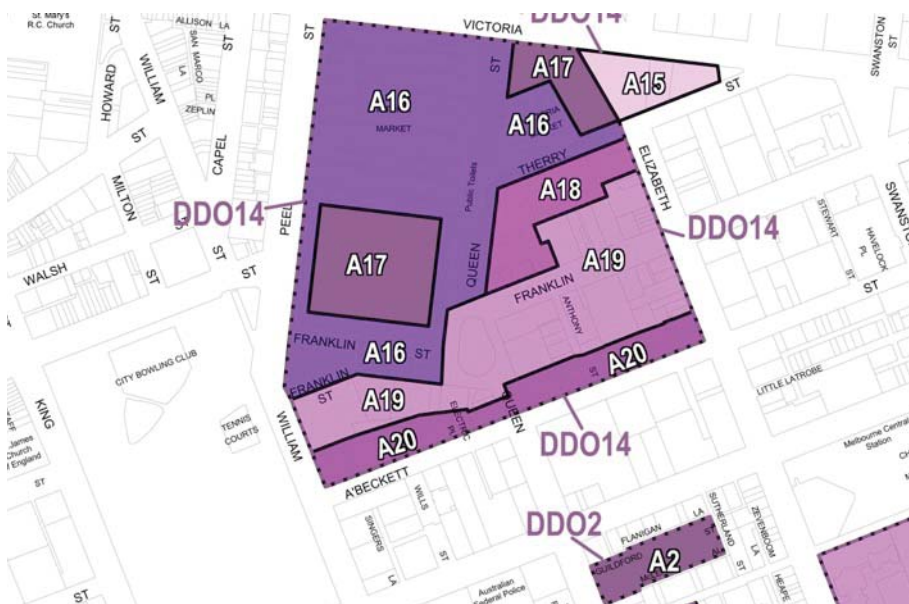


Figure 29. Detail from the City of Melbourne Planning Scheme showing the extent of DDO14. The discretionary height limits are:

- A15 - 12m max.
- A16 - 7m max.
- A17 - 10m max.
- A18 - 20m max.
- A19 - 30m max.
- A20 - 60m max.

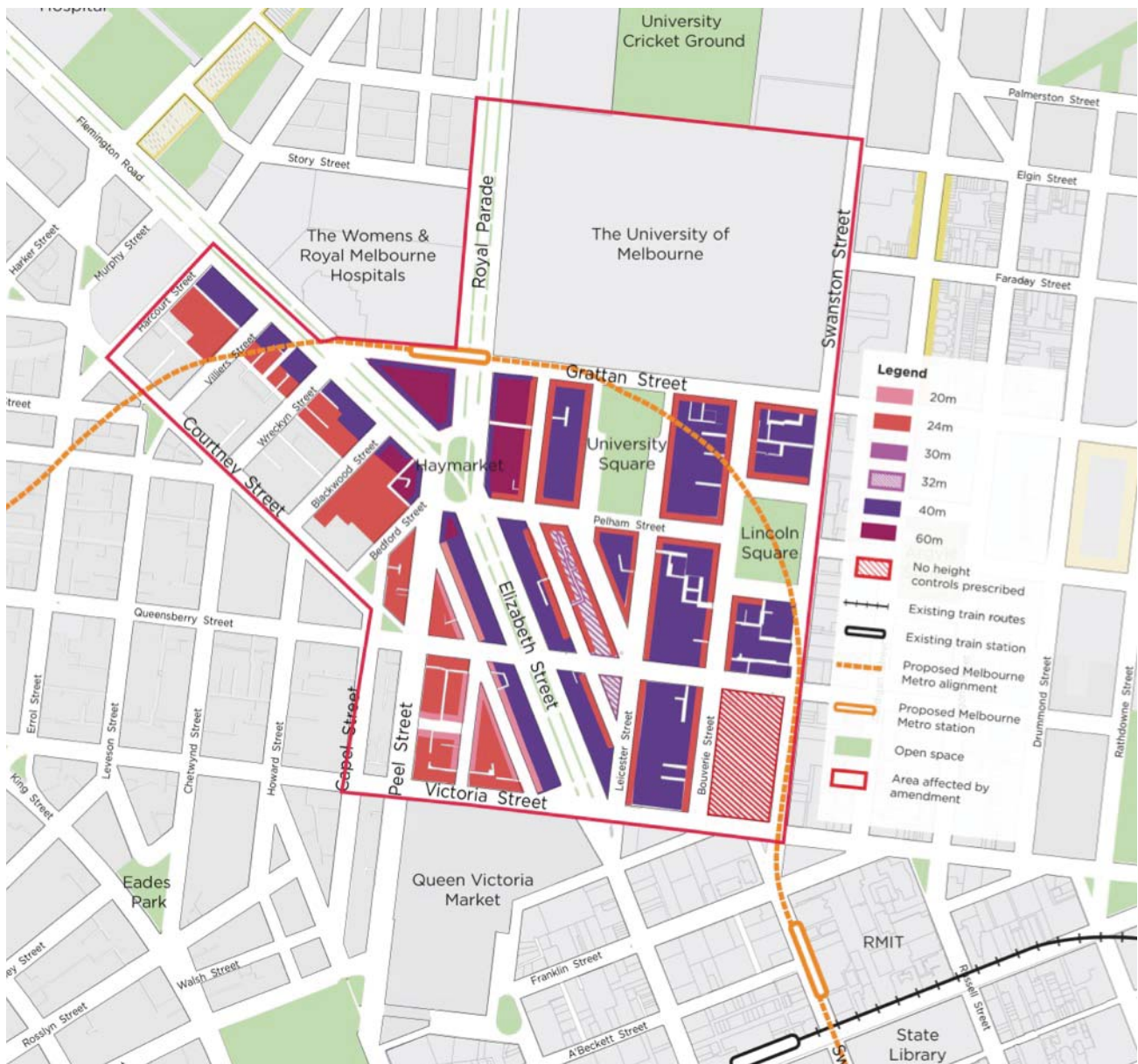
4.1.2 New City North built form controls (Amendment C196)

Implementation of the City North Structure Plan has been pursued through Planning Scheme Amendment C196, although this pertains to land use and development controls north of Victoria Street only. The Amendment has been reviewed by a Planning Panel, adopted by Council, and referred to the Minister for approval.

Under the Melbourne Planning Scheme, DDO32 applies north and west of QVM and recommends a maximum building height of 14m. DDO44 applies to the northeast, recommending an eight-storey limit. These controls have been comprehensively reviewed through the City North Structure Plan, with significant changes to the north of QVM, while the 14m limit west of Peel Street under DDO32 is unchanged.

Under the new controls, most of the area along Victoria Street opposite QVM is indicated with a 24m maximum height. This is reduced to 20m at frontages along relatively narrow (20m) streets, but increased to 40m along Elizabeth Street north of Victoria Street (which is 60m wide). Recommended heights increase again at the Haymarket Roundabout, creating a consistent pattern of increased building height in proportion to increasing breadth of adjoining public spaces.

Figure 30. Plan showing proposed building height limits for the area north of QVM, as per Amendment C196.



4.2 OTHER BUILT FORM CONTROLS

4.2.1 Frontage activation

'Active frontages' offer two-way visual permeability at street level so that activities in buildings add a sense of life and diversity to the street.¹ In addition to making streets more interesting and attractive, they contribute to safety through passive (or natural) surveillance of public spaces.² DDO1 Area 2 (Figure 31) applies to key pedestrian routes in the CBD outside the Retail Core, and requires frontage activation in buildings with ground-level street frontages to major pedestrian areas.

4.2.2 Solar access and sunlight to public spaces

Melbourne's liveability, comfort and attractiveness are supported by access to sunlight in streets and public spaces at the times of the year when pedestrian activity is greatest. Planning Scheme Clause 22.02 Sunlight to Public Spaces states:

Development should not reduce the amenity of public spaces by casting any additional shadows on public parks and gardens ... between 11.00 am and 2.00 pm on 22 September.

This limits building heights near Flagstaff Gardens, including the new development sites south of New Franklin Street, which are within the QVM precinct.

4.2.3 Wind impact mitigation

Clause 22.01 - Urban Design Within the Capital City Zone, sets out standards against which wind and weather protection measures are to be assessed. Schedule 1 to the Capital City Zone - Outside the Retail Core also includes requirements to document the effect of development on wind impacts on public spaces, and decision guidelines include consideration of the potential for increased ground-level wind speeds and the effect on pedestrian comfort and the amenity of public places.

4.2.4 Traffic conflict frontages and weather protection

Development is controlled to promote pedestrian flow, safety and amenity along key CBD streets through two DDOs including:

- DDO3 discourages access to off-street car parking across footpaths where this would generate conflict between pedestrians and vehicles. (Figure 32)
- DDO4 requires provision of verandahs over footpaths for weather protection (although this may be inappropriate on some heritage buildings). (Figure 33)

4.2.5 Mid block links and laneways

Mid-block links through central Melbourne's 200 metre long blocks make important contributions to pedestrian accessibility and amenity. Many lanes are popular and well-used public spaces. Others provide service access, enabling separation of garbage collection and other back-of-house activities from public activity areas. However, mid-block links are not distributed evenly across the city. Planning Scheme Clause 22.01 - Urban Design Within The Capital City Zone therefore states:

Pedestrian through block connections should be provided where the average length of a street block exceeds 100 metres. For street blocks exceeding 200m in length, at least two connections should be provided.

It goes on with additional design criteria for these new links. Planning Scheme Clause 22.20 - CBD Lanes also provides guidance in relation to objectives for the design of the lanes themselves and for adjoining development.

¹ *Places for People: Melbourne 2004*. City of Melbourne with Gehl Architects, p 20.

² *The Value Of Urban Design: The Economic, Environmental and Social Benefits of Urban Design*. New Zealand Ministry for the Environment, 2005.



Figure 31. DDO1 Area 2 applies to key pedestrian routes in the CBD outside the Retail Core. Its objectives are:

- To ensure ground floor frontages are pedestrian oriented and add interest and vitality to city streets.
- To provide continuity of ground floor shops along streets and lanes within the retail core.
- To ensure ground floor frontages contribute to city safety by providing lighting and activity.



Figure 32. The objectives of DDO3, Traffic Conflict Frontage - Capital City Zone are:

- To promote pedestrian flow, safety and amenity.
- To improve opportunities for the enhancement of roads for pedestrian use by discouraging further access to off-street car parking across traffic conflict frontages.
- To minimise conflict between pedestrians and vehicles on footpaths.



Figure 33. The objectives of DDO4, Weather Protection - Capital City Zone are:

- To promote pedestrian amenity on major pedestrian routes and areas.
- To provide protection, for pedestrians on footpaths, from rain, wind and sun without causing detriment to building or streetscape integrity.

4.3 HERITAGE CONTROLS

Heritage controls that apply to the precinct include:

- Area-wide Heritage Overlays HO3 north and west of QVM, and HO7 which includes QVM and a small area to the south east that now also falls under DDO14 area A18.
- Heritage Overlays for specific buildings and places.
- Victorian Heritage Register listings for QVM, Flagstaff Gardens, the underground toilets in Elizabeth Street, and the Royal Melbourne Regiment Drill Hall.

Design guidance is provided through Clause 22.02 - Urban Design Within the Capital City Zone, which states:

When adjoining heritage buildings are located in a Heritage Overlay, the design of new buildings should have regard to the height, scale, rhythm of and proportions of the heritage buildings.

Additionally, Clause 22.04 - Heritage Places Within the Capital City Zone says:

All development affecting a heritage precinct should enhance the character of the precinct as described by the following statements of significance.

The relevant Statement of Significance for the Market precinct reads:

The Queen Victoria Market is one of the great 19th century markets of Australia and the only such market built by the Melbourne City Council to survive. The complex of enclosed food halls, open sheds, shops and stores illustrate a complete mode of commercial transaction, which is today substantially similar to the pattern in 1878 when the main fruit and vegetable market was opened. The Market was the principle market of fresh fruit and vegetable produce in Victoria from 1878 to 1975 and had a profound effect on the whole system of growing, selling and distribution in the state. As a retail market, it has been an important meeting place for a large component of Melbourne's population and remains a vital link with a part of Melbourne's domestic life.

The list of 'Key Attributes' following the Statement of Significance are:

The historic character of the precinct as a retail area.

The generally simple, low-scale and remarkably intact example of a utilitarian form from the period of its construction. Taken as a whole, the Market and its component buildings are substantially intact in its 1923 form.

The visual dominance of the Queen Victoria Market in the surrounding area.

The City North Heritage Review 2012 recommended several changes to heritage controls. Amendment C198, based on these recommendations, has been considered by a Planning Panel and Council and decisions are expected early in 2015 (Figure 39). In relation to the QVM precinct, the Amendment proposed to:

- Reduce the extent of the Heritage Overlay by removing the triangular site within the west end of Franklin Street (now used as an open air car park).
- Regrade some buildings and update the Heritage Places Inventory accordingly.
- Delete the list of 'Key Attributes' from the Statement of Significance in Clause 22.04 - Heritage Places Within the Capital City Zone.

The Panel accepted removal of Franklin Street from the Overlay on the basis of the lack of heritage fabric on the site. The Panel was persuaded that the Heritage Overlay may be removed from this area in the context that the existing DDO14 would remain, ensuring development will be 'consistent with the scale and built form of the Market' given its immediate proximity to 'key market buildings'.

The Panel did not support the removal of the list of Key Attributes, saying that there was no justification to remove these and that they provide useful directions in determining a design response within and around this significant precinct.

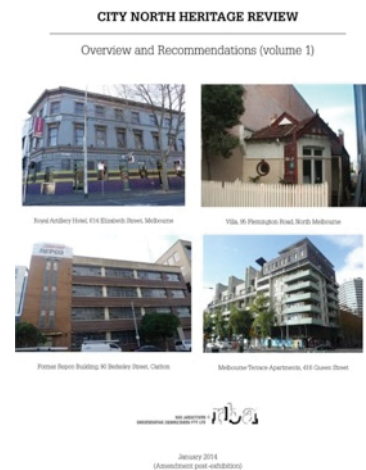


Figure 34. City North Heritage Review, RBA Architects and Conservation Consultants, January 2014 (four volumes).



Figure 35. Panel Report: Melbourne Planning Scheme Amendment C198 City North Heritage Review, Planning Panels Victoria, 11 July 2014

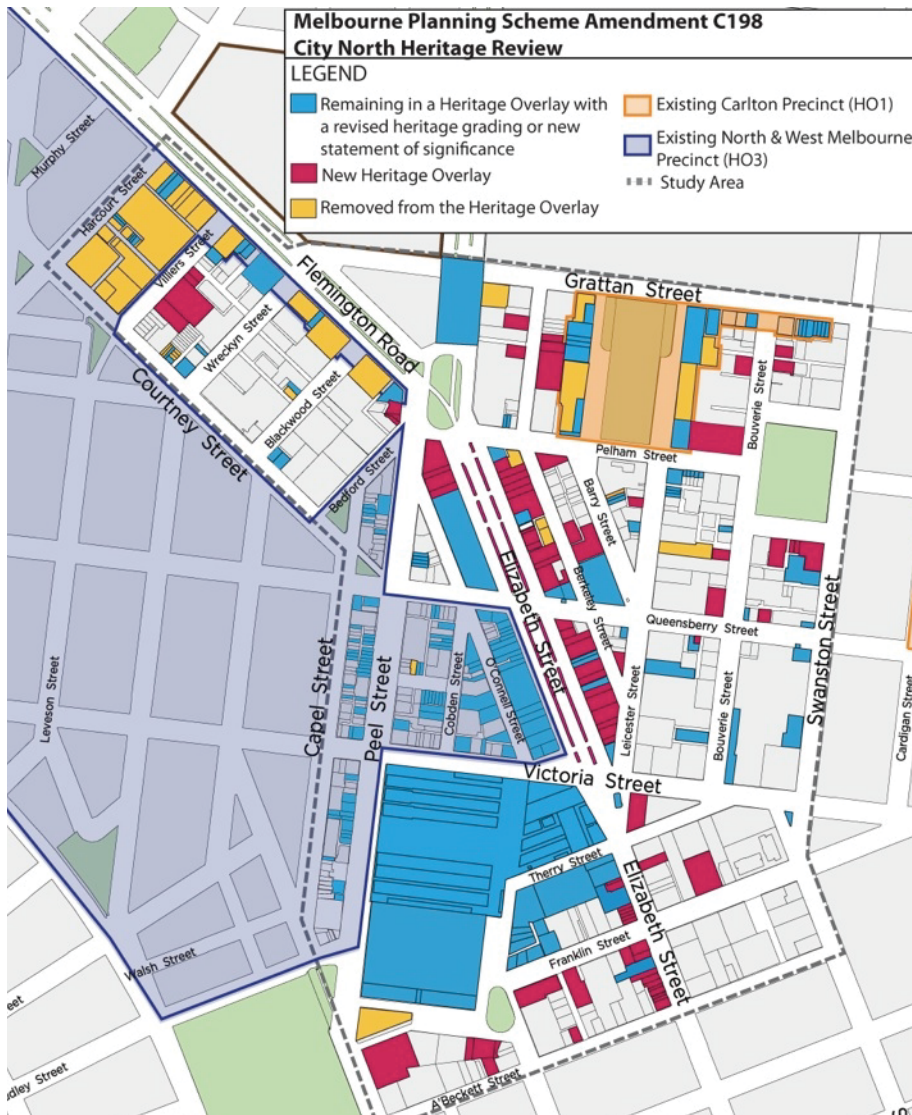


Figure 39. Recommended changes to the Heritage Overlay under Amendment C198. A number of buildings south of QVM have been added.

4.4 ISSUES

4.4.1 Height and setback controls

Poor fit with existing conditions

With or without the shift in strategic directions noted above, the urban context for which DDO14 was conceived ten or more years ago is now much changed. Since that time, development approvals have allowed buildings to exceed the recommended heights by factors of 300%, 500%, or more, including towers rising sheer from the street (Figure 40). Although some of these are outside the area affected by DDO14, they have a direct bearing on DDO14. Extremely tall towers nearby will be visible from within the QVM precinct. A transition from a 226m tower on the east side of Elizabeth Street to 10m or 20m buildings in parts of the QVM precinct on the west side of Elizabeth Street is not, in any sense, gradual. The objective of DDO14 to maintain a gradual transition between low-rise QVM buildings and taller CBD buildings - whatever its merit may have been - is therefore unattainable.

Poor fit with strategic intent for the area

The MSS and City North Structure Plan identify the QVM precinct as a strategic renewal opportunity. The built form intent described in the Structure Plan promotes extension of development typical of the central city north towards Victoria Street. The existing height controls, which promote a reduction in scale near the Market, conflict with this vision of an expanded central city and fail to recognise QVM's increasingly central location within that context.

Inadequate rationale for existing height limits

The objectives of DDO14 assume that building heights graduating from low within QVM to increasingly tall buildings at greater distances will protect important qualities of the precinct. However, there are problems with this concept:

- **Lack of support through adopted heritage policy**
None of the Statements of Significance for QVM mention its surroundings except in a broad sense of its role in serving the city. None indicate that QVM's heritage values relate to the scale of buildings beyond the site.³ Current heritage advice (Lovell Chen, April 2015) indicates that building heights only in the immediate proximity of QVM are a concern with respect to the market's heritage values.
- **Inconsistency with other areas adjoining QVM**
Amendment C196 allows buildings up to 40m along Elizabeth Street, across Victoria Street from the iconic facade of the QVM meat hall.
- **Inconsistency with other heritage precincts**
Comparisons to other heritage public spaces like Treasury and Flagstaff Gardens, where there are tall buildings on the opposite side adjoining streets, suggest that the visual impact of nearby building heights on values of QVM is not a concern that can be substantiated. While height limits have been imposed around Parliament House, its significance as a monumental civic building depends on its visual relationship with other buildings; this concern does not apply to QVM.

Prescriptive controls tailored to irrelevant design options

DDO14 areas 16 and 17 across the QVM car park set a 7m height limit near the street and allow slightly taller buildings at its centre. This reflects an abandoned scheme from the 1990s to build a multi-storey car park and supermarket surrounded by other buildings. Although the limits are discretionary, the rationale behind them is prescriptive in nature, enabling a specific and now irrelevant design proposal.



Figure 40.
The 226m high building now under construction at 500 Elizabeth St, opposite QVM. DDO14 sets height limits of 10m, 12m and 20m at the other corners of this intersection. [skyscrapercity.com]

³ Heritage Victoria, Victorian Heritage Database Report, Queen Victoria Market, report generated 20 Dec 2014. Allom Lovell & Associates, Queen Victoria Market, Elizabeth Street, Melbourne: Conservation Management Plan, April 2003. RBA Architects and Conservation Consultants, City North Heritage Review, Volume 3: Melbourne, January 2014.

4.4.2 Other built form controls

Frontage activation

The existing DDO1 Area 2 (Frontage Activation) applies only to the parts of the QVM precinct, and omits approaches to Flagstaff Station, despite their importance as pedestrian routes.

DDO1 also only pertains to uses at ground level, but building levels above this can make important contributions to streetscape activation. This contribution decreases with increasing building height, while negative impacts of overshadowing and wind turbulence may increase. There is no precise cut-off where benefits begin to be outweighed by disadvantages, but Jan Gehl's research indicates that the balance remains positive up to at least 20 metres in height.⁴ This suggests that the focus of the existing control on the ground level is narrower than it should be, and can also be used as an argument for defining a *minimum* acceptable building height at the street frontage as a means to maximise potential streetscape activation.

Activation also does not rely upon retail uses, and can be provided to some degree even in residential frontages. Passive surveillance is supported by any use in which people in buildings have views over the street.

There can also be a gradation of levels of activation; it should not simply present or absent. There are no streets in the central city where some level of activation is not desirable, but while DDO1 calls for a high level of activation in certain streets it sets no standards for activation for less important streets.

The City North Structure Plan recommends extending frontage activation requirements along 'primary active streets' throughout the area - i.e. to every street frontage in the QVM precinct - and also recommends that activation should involve ground floor uses *and* uses that enable passive surveillance from upper floors (see Figure 6).

Wind impacts

QVM's open spaces and low buildings leave frontages to its south and east exposed to Melbourne's strongest typical winds (northerlies through to westerlies). These exposed frontages (Figure 41) also adjoin the spaces that the draft Master Plan prioritises for pedestrian activity. Increased building heights in these areas risks increased wind impacts at street level. Indeed, anything above a two- to three-storey building frontage in these areas is likely to have an adverse effect on pedestrian activity, unless elements above two or three storeys are set back by about 10m, set at angles to the street, rounded in form, partially permeable to wind, or use some combination of these or other equivalent built form design approaches to minimise wind impacts. As a result, it is uncertain that existing controls relating to wind impacts are adequate to deal with this issue, especially in considering the cumulative impact of potential individual developments.

Schedule 3 to the Capital City Zone - Southbank provides greater certainty in relation to this issue that the controls that now apply to the Hoddle Grid (and therefore also to the QVM precinct) by detailing three measurable levels of wind impact against which development proposals can be assessed, including conditions that are acceptable for:

- Stationary long term wind exposure (e.g. outdoor cafes and other recreation)
- Short term wind exposure (window shopping, waiting for buses, etc.)
- Areas only ever likely to be used as a thoroughfare

In addition, there is also a conflict with Clause 22.01 - Urban Design within the Capital City Zone where it states that it is policy to 'encourage buildings, including towers to align to the street pattern and to respect the continuity of street

⁴ Jan Gehl, *Life Between Buildings: Using Public Spaces*, New York, Van Nostrand Reinhold, 1987, p. 100.

facades'. This prioritisation of a visual relationship of upper building levels to the street is problematic with respect to wind impacts, as towers set parallel to the street result in significantly greater wind impacts than if they are angled at 45 degrees, or rounded in plan.

Sunlight to public spaces

In addition to limiting overshadowing of Flagstaff Gardens at the equinox (Figure 42), Clause 22.02 protects a number of key civic spaces from shading even in midwinter:

development should not cast any additional shadows across [key civic spaces]... between 11.00 am and 2.00 pm on 22 June.

Planning for QVM envisages active pedestrian spaces in and around the Market that will continue to play an important role as a type of civic open space that is equivalent to these 'key civic spaces'. It would be appropriate for spaces at QVM to be given a similar level of protection from overshadowing, throughout QVM's year-round operation.

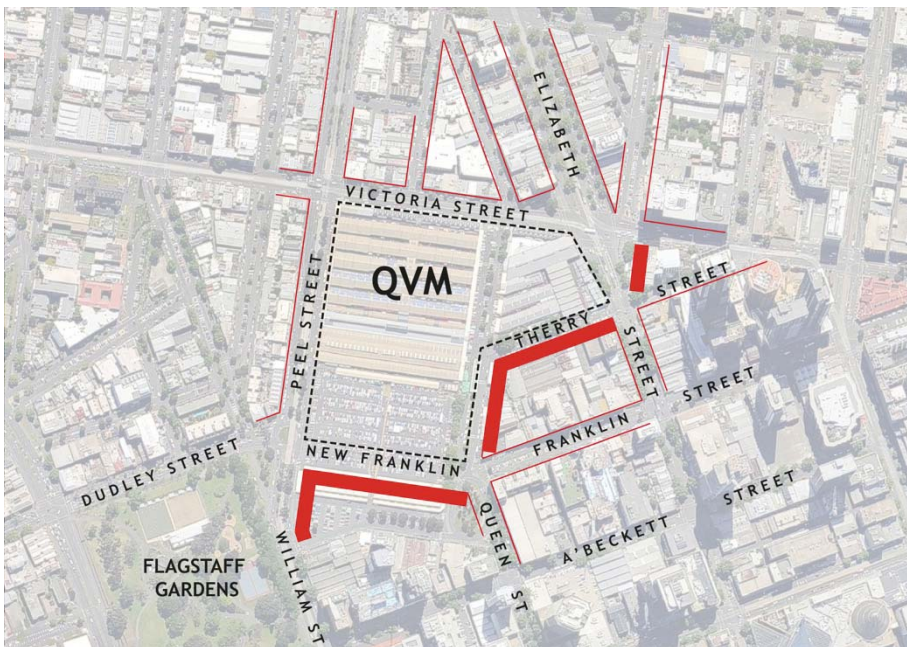


Figure 41. The locations where wind impact is a particularly important factor limiting built form are to the south and southeast of QVM, where potential development sites are exposed to prevailing winds from the west through north.



Figure 42. Elevation of proposed building at 386-412 William Street, the subject of a current application, with stepped form to minimise overshadowing of Flagstaff Gardens. [Elenberg Fraser, Architects; images from urbanmelbourne.info]

Mid-block links

The block immediately south of QVM including the Munro site does not have any public access links, and the proposed development site south of New Franklin Street is also now designated as a single parcel without specific locations for mid-block through links (as no detailed planning or design has been undertaken for the site).

The importance of pedestrian activity in and around the Market clearly supports continued application of the existing policy requiring mid-block links to the precinct.

Weather protection and traffic conflict frontages

These controls apply mainly in Melbourne’s retail core, but the same concerns for pedestrian amenity should apply to the QVM precinct, which is also a significant retail and pedestrian area.

4.4.3 Heritage Controls

As noted in 4.3, the Panel for Amendment C198 believed the list of ‘Key Attributes’ following the Statement of Significance for the QVM Precinct in Clause 22.04 provides useful directions for design responses. However, it is unclear how it does so, as the list focuses on uses (which are not the subject of built form controls), on the Market itself (which is not the subject of most development applications) and on the visual dominance of QVM (which arguably does not exist). The assertion that QVM is ‘substantially intact in its 1923 form’ is also true only in part; there have been many significant changes to QVM since 1923 (Figure 44).

The heritage controls allow a wide latitude for development responses and little certainty as to what will be protected. This is particularly the case as, in the central city context, to ‘have regard to the height, scale, rhythm of and proportions of’ heritage buildings does not normally require the replication of any of those attributes, *in particular scale* (despite comments by the Amendment C198 Planning Panel in relation to removal of the Heritage Overlay from a portion of Franklin Street). Proximity to heritage buildings is not typically accepted as a basis for height restrictions in the CCZ and growth areas. Accepted practice allows for juxtapositions of new, old, small and large, and the conspicuous presence of new structures beside, behind or even on top of historic buildings in a way that is seldom accepted in the context of a Heritage Overlay in suburban areas (Figure 43).

The only likely exceptions to this flexibility, where the Heritage Overlay applies to a relatively consistent built form scale across a group of buildings, and these factors *in combination* provide an arguable basis for restrictions on building heights, are:

- The west side of Elizabeth Street between Franklin and Therry Streets, where the frontage (but not the entire depth of the properties) remains a consistent 19th / early 20th century scale retail strip.
- The buildings along south side of Therry Street, west of Elizabeth and extending to some extent south along the east side of Queen Street, which are important because of their proximity to the most intact parts of QVM.



Figure 43. New built form in relation to central city heritage buildings. The addition to RMIT Building 9 (bottom) received the AIA award for heritage architecture in 2010. [commercialrealestate.com.au; en.wikipedia.org; walkingmelbourne.com]

5 Built form vision for the precinct

5.1 VISION

The City North Structure Plan sets out a vision for the area of QVM as:

The vision for the Central City is to create streets which are active, protected from the elements, provide a permeable pedestrian environment, provide appropriate vehicular access, and appropriately manage waste. There will be a strong distinction between the built form scale in the Hoddle Grid [south of Victoria Street] and the remainder of the City North precinct...

The area south of the Queen Victoria Market is a strategic renewal opportunity and intensification of development in the Queen Victoria Market is encouraged where appropriate.

The Draft Queen Victoria Precinct Renewal Master Plan sets out a vision for the public spaces within the Market:

One of Melbourne's great public and local places

Welcoming and full of urban life, Queen Victoria Market's public spaces encapsulate qualities that make our city liveable - year in year out - within a variety of pedestrian-friendly streets and plazas. These open spaces interconnect, help to define, and add value to the different trading areas of the market while providing for a growing community.

And, for the public realm around the Market, it proposes:

The best of Melbourne's city streets

Queen Victoria Market connects seamlessly into the surrounding city with its tree-lined streets. Streets prioritise different combinations of movement - walking, public transport, cycling and cars - with space allocated according to these priorities. All streets are attractive public places enriched by adjoining land uses.

The built form of the QVM precinct should contribute to this combined vision by ensuring that:

- Development contributes to Melbourne's distinctive character by reinforcing the distinction between the Hoddle Grid and adjoining areas.
- Development defines and activates QVM as a special place by creating a taller built form around, and oriented towards, the Market, albeit with relatively low podiums that establish as transition to the Market's most intact heritage areas.
- Buildings contribute to safe and activated streets and public spaces via ground floor uses that interact with the street, and uses at upper levels that contribute to passive surveillance.
- Key public spaces in the precinct enjoy access to sun throughout the year.
- Streets and public spaces are protected from wind impacts so they are pleasant to use for outdoor cafes, window shopping and walking.
- Pedestrians are provided with weather protection and protected from conflicts with vehicular traffic along key routes.
- A fine grain of pedestrian routes encourages access throughout the precinct.
- New development is respectful of heritage values of the Market and other significant buildings.

5.1.1 Precinct definition

Development contributes to Melbourne’s distinctive character by reinforcing the distinction between the Hoddle Grid and adjoining areas

The City North Structure Plan, the Strategic Review of Controls for the QVM Precinct, and indeed the 1987 publication *Grids and Greenery* (a reference document in the Melbourne Planning Scheme) and Council’s MSS, argue that maintaining a clear distinction in urban form and identity between central Melbourne’s Hoddle Grid and adjoining neighbourhoods is important not only to these immediate areas but to the identity of Melbourne as a whole. The City North Structure Plan also proposes that ‘there [should] be a strong distinction between the built form scale in the Hoddle Grid and the remainder of the City North precinct.’

QVM, the Flagstaff Gardens and former Drill Hall play an important role in fixing the location of boundary between the Central City, City North and West Melbourne, and in giving this boundary a visible presence. These sites form a boundary that distinguishes the urban form and identify of central Melbourne’s Hoddle Grid and adjoining suburbs. All three sites are on the Victorian Heritage Register and the larger two are Crown Land reserves. The public functions of these heritage sites helps to ensure a long-term distinction of their character in relation to surrounding development. Without the break this creates in the urban fabric, northward expansion of the Capital City Zone would result in City North and the Hoddle Grid merging into one another.

The distinct identity of the Hoddle Grid, City North and West Melbourne will be maintained and enhance with a general approach in which development around the edges of the QVM reflects the character of each neighbourhood, rather than matching the character of the Market or attempting to create a uniform context for the Market, i.e.:

- Hoddle Grid development extends to the southern edge of QVM.
- City North development extends to the Victoria Street.
- West Melbourne development extends to Peel Street.

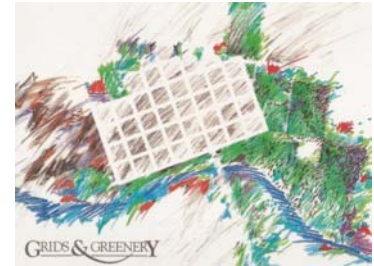


Figure 45. Grids & Greenery, 1987.



Figure 46. The four sites on the Victorian Heritage Register including Flagstaff Gardens, QVM, the Elizabeth St underground toilets and former Royal Melbourne Regiment Drill Hall create a clear demarcation between the Central City, City North and West Melbourne. This establishes logical boundaries for changes in built form control regimes between the various areas.

5.1.2 Market interface

Development defines and activates QVM as a special place by creating a taller built form around, and oriented towards, the Market

The strategic priorities for the precinct as well as realities of recent development approvals support a vision in which a contrast between the Market and surrounding development accentuates QVM as a special public place.

Examples of this include historic city markets such as Barcelona’s Santa Caterina Market (Figure 47), where the scale of the market itself and of the surrounding buildings is different from QVM, but where the contrast between the built form of the market and that of surrounding development is none-the-less quite evident.

This built form pattern will also maximise the potential for synergies between the space and through allowing for more intensive surrounding land uses.

This approach will be supported by development around the Market with taller buildings massed around it, creating a visual containment of the Market site and that contrasts with the low-rise buildings open spaces of the Market.



Figure 47.
The Santa Caterina Market,
Barcelona.
[barcelona-home.com]



Figure 48.
Key development frontages
surrounding QVM.

5.1.3 Streetscape definition and activation

Buildings contribute to safe and activated streets and public spaces via ground floor uses that interact with the street, and uses at upper levels that contribute to passive surveillance

Streets are the most extensive and significant public spaces of inner Melbourne. Much more than travel routes, they are also settings for business, socialising and recreation. Streetscape qualities that enhance these other activities also support streets' use for sustainable transport options including walking and cycling.

Buildings lining streets make vital contributions to the public realm through frontage activation and support for passive surveillance, and these contributions should be maximised on streets surrounding and leading to QVM through:

- Provision of active ground floor frontages along the street edge, and accommodation of building uses that encourage interaction with the street.
- Activation and support for passive surveillance at upper building levels, with a required minimum building height at the street frontage of three storeys and a preferred height of around 20 metres above street level (subject to resolution of wind mitigation issues and integration with heritage structures), and inclusion of building uses throughout these levels that maximise opportunities for people in buildings to overlook the street.
- Activation through means other than retail above ground floor.

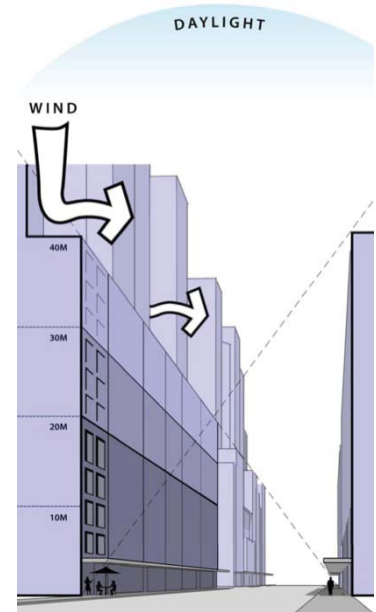


Figure 49. Illustration of the preferred built form outcome for typical Hoddle Grid streetscapes (Planisphere, Central City Built Form Review, 2001). A desirable minimum 20m street wall maximises potential for activation of the street space. Above 40m, setbacks are desirable to allow sunlight into the street and help to mitigate wind impacts. Upper and lower parts of any one building are seen as part of a the streetscape as a whole, not simply as part of the one building.



Figure 50. Frontage activation requirements should be extended into and throughout the QVM precinct along these streets and spaces to

- enhance the Market's vitality, and to
- strengthen pedestrian links with the surrounding city.

5.1.4 Sunlight to open spaces

Key public spaces in the precinct enjoy access to sun throughout the year

The Draft QVM Precinct Renewal Master Plan proposes the improvement of open spaces in and adjoining the Market site as major civic spaces, including:

- Queen Street north of Therry Street, to be pedestrianized and enhanced as a major public space for casual use and programmed events.
- Elizabeth Street plaza (between Therry Street and Victoria Street), to be designed and managed to minimise through traffic, and with expanded pedestrian space to create a unique hospitality destination linked to QVM.
- A major new open space, to be created on the site of the existing QVM car park, supporting market-related activities and events, recreational opportunities that complement Flagstaff Gardens, and catering to Market patrons and needs of the local community.

These spaces should be protected from overshadowing between 11.00 am and 2.00 pm throughout the year.

The solar panel array on the shed roofs of the Market should also be protected from any overshadowing.

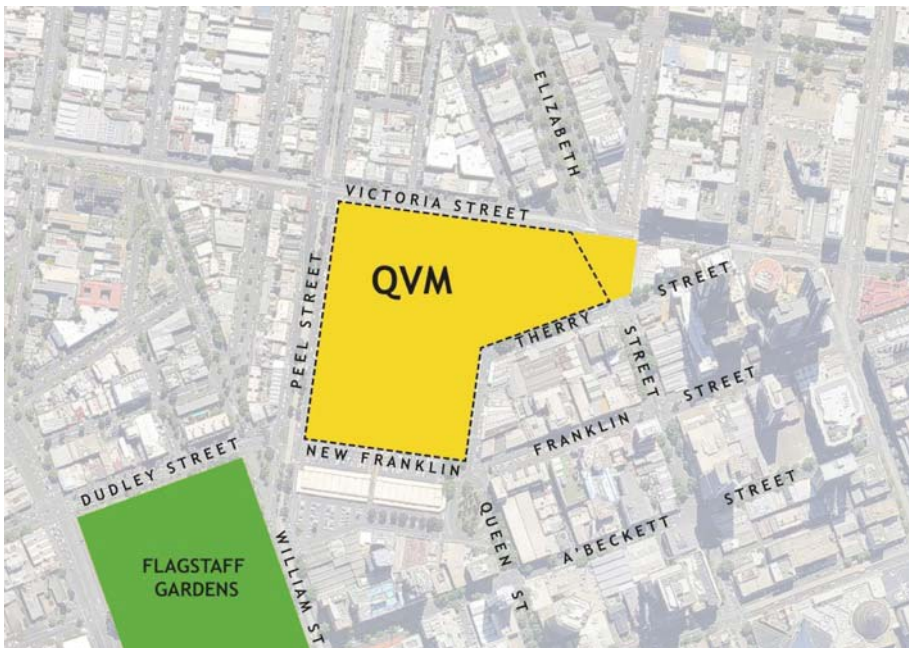


Figure 51.

- All open spaces within QVM, and the Elizabeth Street plaza between Victoria Street and Therry Street, should be protected from overshadowing between 11.00 am and 2.00 pm throughout the year. (Exceptions may be appropriate for structures that directly contribute to sheltering and activation of the open spaces.)
- Existing restrictions on overshadowing of Flagstaff Gardens should be maintained and will also continue to influence development in the QVM Precinct.

5.1.5 Wind impact mitigation

Streets and public spaces are protected from wind impacts so they are pleasant to use for outdoor cafes, window shopping and walking

The active use of spaces in QVM and adjoining streets is envisaged as including outdoor cafes, places to sit, eat, relax and socialise. Streets extending from the Market are important pedestrian links between QVM and the surrounding city and include retail uses where window shopping and similar activities are important. Many of these streets also provide access to public transport services including bus and tram stops, making them important walking routes.

Development should not generate wind turbulence that detracts from these uses.

Wind mitigation standards should be applied to the QVM precinct as indicated below, linked to measurable performance criteria related to desired types of uses (as specified in Schedule 3 to the Capital City Zone - Southbank), i.e.:

- For areas designated to be generally acceptable for stationary long term wind exposure, the design of developments must ensure that the peak gust speed during the hourly average with a probability of exceedence of 0.1% in any 22.5° wind direction sector does not exceed 10ms⁻¹.
- For areas designated to be generally acceptable for short term wind exposure, the design of developments must ensure that the peak gust speed during the hourly average with a probability of exceedence of 0.1% in any 22.5° wind direction sector does not exceed 13ms⁻¹.
- In street frontages or trafficable areas that are only likely to be used as a thoroughfare, building interfaces must be designed to be generally acceptable for walking. The peak gust speed during the hourly average with a probability of exceedence of 0.1% in any 22.5° wind direction sector must not exceed 16 ms⁻¹.
- Developments should not rely on street trees for wind protection.

In addition, given the magnitude of the problem in mitigating wind impacts in frontages facing the Market, the policy in Clause 22.01 calling for towers to be aligned to the street should not apply to development along these frontages.

Any architect/developer of sites in the precinct should to seek advice from wind consultants early in the design phase to assist with the mitigation of built form wind impacts.



Figure 52.

■ Development should be designed to achieve *stationary long term wind exposure criteria* for public spaces designated for outdoor retail or important pedestrian recreational uses, regardless of uses proposed within any development.

■ Development should be designed to achieve *short term wind exposure criteria* for frontages in key streets linking QVM to the surrounding city (away from corners). Design to achieve *stationary long term wind exposure criteria* may also be appropriate in locations related to particular development proposals e.g. where there is an intent to operate on-street cafes.

In all streets, the building interface must be designed to achieve wind conditions that are generally acceptable for walking.

5.1.6 Pedestrian amenity and safety

Pedestrians are provided with weather protection and protected from conflicts with vehicular traffic along key routes

A fine grain of pedestrian routes encourages access throughout the precinct

Streets in the QVM precinct include important retail areas and key public transport corridors where pedestrian access in all weather conditions is important and where pedestrians should be given a high priority in relation to vehicular access. Weather protection should therefore be provided to footpaths along these streets (e.g. as per DDO4), and conflicts between pedestrian traffic and vehicles at service and car park entry points should also be minimised along these streets, by locating crossovers along other frontages where possible (e.g. as per DDO3).

The importance of pedestrian activity in the area also indicates the need for creation of a fine grain of pedestrian routes with new mid-block links, and for protection of footpaths from service vehicle conflicts through provision of rear service lanes. Existing lanes should be extended to create new pedestrian and service access connecting through the blocks south of the Market.

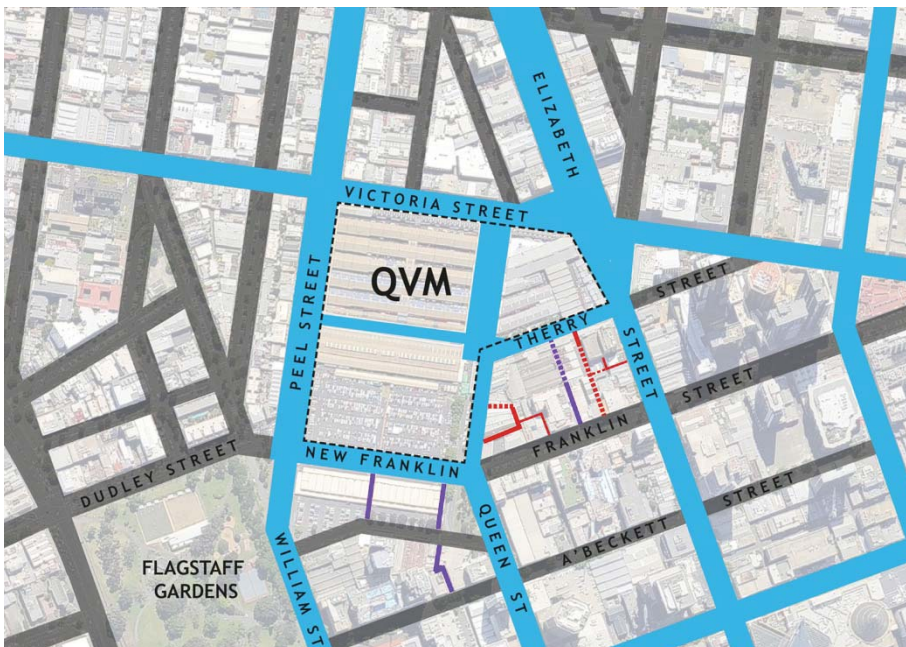


Figure 53.

- Provision of weather protection to footpaths and management of traffic conflict frontages should be extended into the QVM precinct along these streets and spaces to support pedestrian access
 - in key retail areas, and
 - along public transport corridors.
- Existing service lanes should be extended where opportunities allow to reduce loading, garbage removal and car park access conflicts with important pedestrian frontages.
- Existing laneways should be extended and new links created to provide mid-block pedestrian links where block lengths exceed 100m.

5.1.7 Heritage

New development is respectful of heritage values of the Market and other significant buildings.

One of the aims of the QVM Precinct Renewal project is to retain the Market’s authentic atmosphere while addressing long-standing issues that constrain its potential. Regardless of any formal heritage conservation gradings, it is important to the community to know the history of the place, and to retain its ‘texture’ and ‘feel.’ It is therefore desirable that redevelopment adjoining QVM retains both some sense of the pedestrian scale of spaces in and around the Market, and some of the highly textural built fabric of the place.

AVOID TABULA RASA DEVELOPMENT

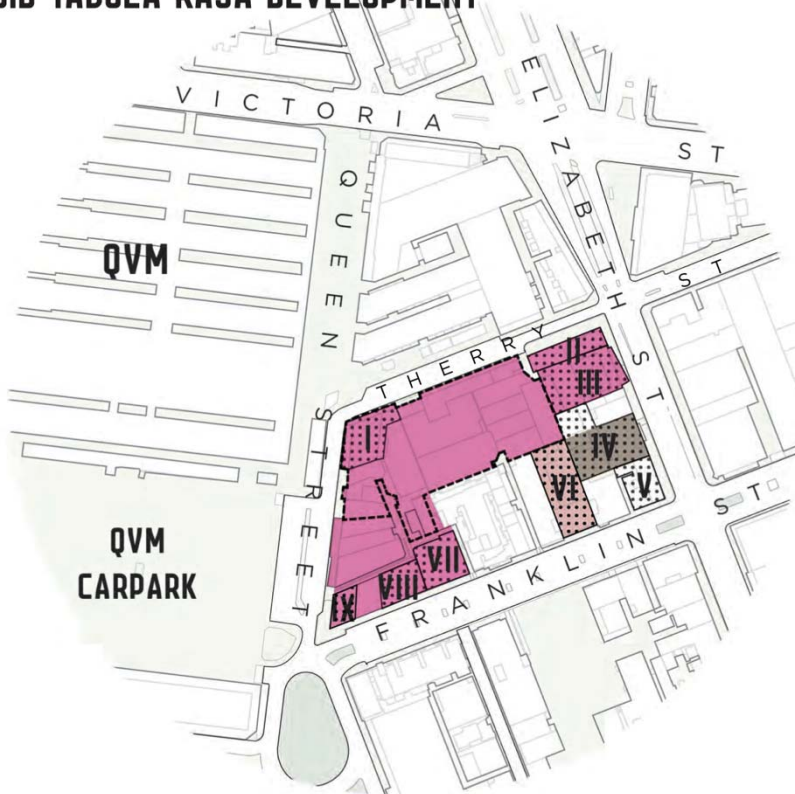


Figure 54. The Therry, Elizabeth, Franklin and Queen Block Plan recommends that, in addition to graded heritage buildings, consideration should be given to retaining key buildings that contribute character and visual interest, including the Mercat Cross Hotel and other buildings in the precinct identified as I - IX on the adjoining diagram.

5.2 IMPLICATIONS FOR CONTROLS

5.2.1 Built form controls over QVM itself

QVM is listed on the State Heritage Register. Decisions about development on the site will be determined principally by heritage considerations, and are subject to approval by Heritage Victoria.

DDO14, which now imposes a range of height limits on QVM itself, is intended to protect the Market’s heritage qualities by ensuring ‘that development is consistent with its Victorian character and low scale’. However, only holistic consideration of heritage issues will achieve this objective. It is arguable that using a control such as these height limits - a control intended to manage relatively crude design outcomes - is a simplistic and inappropriate way to deal with the subtleties of heritage conservation concerns at QVM.

There is therefore a clear logic to remove DDO14 from the area of QVM itself and not replace it with another DDO, but rather to ensure that heritage conservation issues are directly managed through heritage conservation policies and processes, rather than indirectly through other mechanisms.

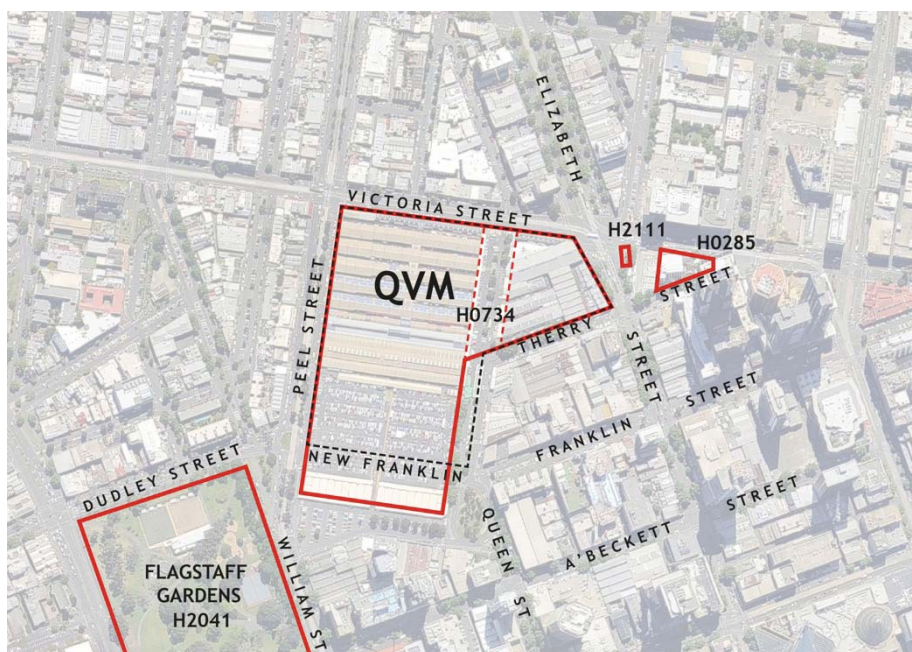


Figure 55.
 ■ Sites on the Victorian Heritage Register. Heritage conservation issues on these sites should be managed through heritage conservation policies and processes, rather than a DDO. It would seem to be appropriate to unify the registered area for QVM, which is now split by Queen Street, as part of a more holistic approach to conservation of the Market.

5.2.2 Statements of planning objectives in the MSS

Detailed controls including DDO14 are foreshadowed by more general strategies and objectives in the MSS, including Clause 21.12 Hoddle Grid - Built Environment and Heritage (8th dot point), which states:

Ensure the area bounded by Latrobe and Victoria Streets and Elizabeth/Peel Streets has a lower scale than the Hoddle Grid and provides a contrast in built form scale between the lower scale of Carlton and North Melbourne and the higher scale of the Hoddle Grid.

This statement was written to support an objective which is no longer tenable and no longer consistent with other strategic objectives for the area, and so it would therefore be appropriate to be deleted or amended.

5.2.3 Built form frontages adjoining QVM

The key area where special development controls associated with QVM should apply - beyond policies and controls that apply (or should apply) more generally to the Hoddle Grid - is at the immediate perimeter of the Market, where potential development sites face onto streets around QVM. Assuming an allowance for an increase in building height on these sites - even to the 20m now permitted south of Therry Street - the impact of buildings at greater distances will be insignificant. This is also the area of greatest concern in relation to wind turbulence due to the exposure of buildings adjoining the open spaces and low-rise buildings of QVM.

Development along these frontages will be shaped by a combination of objectives:

- Addressing the City to the Market in a positive manner
- Maximising activation and passive surveillance of the public realm
- Avoidance of wind impacts on pedestrian activity
- Perceptions of an appropriate scale in relation to the Market’s heritage values

The first two of these press for an increase in building scale relative to existing conditions. As indicated by the Therry, Elizabeth, Franklin and Queen Block Plan, a 20m height street wall would be desirable to maximise activation and passive surveillance, as well as to provide some building bulk addressed to QVM that creates an effective buffer to higher building forms that do not relate to the street and Market. Norms associated with the Hoddle Grid (see Appendix: Typical Hoddle Grid built form) suggest that 40m maximum would be acceptable visually along New Franklin Street, where development will be separated from Market spaced by the new 30m wide street, as typical of the main Hoddle Grid streets; and that a 30m maximum (or even 40m) would be acceptable visually along Therry and Queen Streets, where the street space is or will be only 20m wide.

In contrast, for these same locations, objectives relating to wind and heritage are constraints on height. Not even a 20m minimum height street wall is likely to be achievable - as a solid facade at the street edge extending to that height - while maintaining acceptable wind conditions on frontages along the south and east edges of QVM. In order to achieve the recommended wind conditions at street level along these frontages, buildings will need to adopt one or several design strategies such as reduced podium height, setting upper building elements at angles to the street or rounded in form, and facades that are permeable to wind. (However, these present a variety of options that suggest that any prescription for a lower built form is not necessary to protect from wind impacts.)

Heritage conservation objectives will also limit heights, particularly along Therry Street, and along New Franklin Street where the the Franklin Street Stores buildings will become part of the new development site south of the new street. These existing buildings are still part of the QVM site listed on the State Heritage Register. Their retention will, in effect, create a low-rise podium frontage along the new street for any future redevelopment of the remainder of the development site.

5.2.4 Overall building heights

Given the combination of existing policies and controls, recommendations outlined above in relation to sunlight to open spaces and frontages onto streets, and the potential to mitigate wind impacts on public spaces through the use of podium elements, if there are no other height controls, overall building height in the precinct would be limited only by a few performance criteria that apply to the entire CCZ1, including:

- Prevention of overshadowing of Flagstaff Gardens and key spaces at QVM. These will have a most obvious impact on development near Flagstaff Gardens.
- Prevention of overshadowing the Yarra River and of airport flight paths (although it seems improbable that these would be a factor in reality, they could be).



Figure 56.
Key development frontages surrounding QVM.

In effect, as with much of the Hoddle Grid, there is no limit on overall building height for most of the precinct that would come into play except in proposals for exceptionally tall buildings. There is no clear basis to depart from this approach in areas away from the immediate perimeter of QVM.

5.2.5 Built form street frontages along other Hoddle Grid streets

For the remainder of the precinct away from the immediate perimeter of QVM, strategic policy directions indicate that, rather than an existing built form character that should be protected, there is a desired new built form character that should be encouraged, i.e. a pattern of development more consistent with accepted norms of Melbourne's Hoddle Grid. What is considered to be best practice in relation to these norms, and the rationale behind them, has been well defined in a number of places including Planning Scheme Clause 22.01 - Urban Design within the Capital City Zone, and the May 2011 Central City (Hoddle Grid) Built Form Review prepared by Planisphere for the City of Melbourne (but not adopted). The Appendix to this report also sets out issues relating to this approach to built form in Melbourne's central city.

Beyond the streets at the Market's perimeter, there is no clear reason to depart from these Hoddle Grid norms, i.e.:

- A minimum 20m high podium at the street edge is desirable (except if heritage concerns require otherwise), and should incorporate uses addressed to the street at all levels to contribute to streetscape activation and passive surveillance.
- A maximum 40m building height at the street edge is desirable to avoid excessive overshadowing of the street space.
- Above 40m, any additional building height should be set back from the street by at least 10m.
- Above 40m, side setbacks should be provided to ensure generous spacing between towers, and other typical design objectives and criteria intended to address private amenity should also be applied.

5.2.6 Potential Development Plan Overlay

A DDO, as with DDO14, controls built form only. The redevelopment proposed as part of the QVM Precinct Master Plan also entails changes in land uses, including re-alignment of streets, creation of new development parcels, and conversion of the open air car park at QVM into a public open space. A Development Plan Overlay (DPO) may therefore be a more appropriate mechanism to deal with planning issues in the precinct than replacement of DDO14 with another DDO.

If a DPO is determined to be the most logical form of control for the area, the extent could be as in Figure 57. This includes the proposed new and discontinued roads to the south of the Market and major development sites. It also encompasses the proposed conversion of the existing QVM car park to a new open space. It excludes other parts of QVM where the Draft Master Plan envisages improvements and adaptive works rather than any change in use or significant shifts in built form.

In addition to including the major potential redevelopment sites in the precinct, this area encompasses the street frontages which are of most concern in relation to QVM due to their visibility from the heritage Market environs, the problem of wind impacts along exposed frontages, and the concern to maximise frontage activation (potentially even beyond standards applied to other important pedestrian areas). Other areas identified as being of potential concern in regard to wind impacts (see Figure 52) are lined by low rise heritage buildings that are not likely to be redeveloped, so no special wind-related control is necessary for those areas.

For the remainder of the area of the existing DDO14 beyond the this potential DPO, no re-organisation of street and land parcels is envisaged and built form issues are of a nature appropriate to control through a DDO.

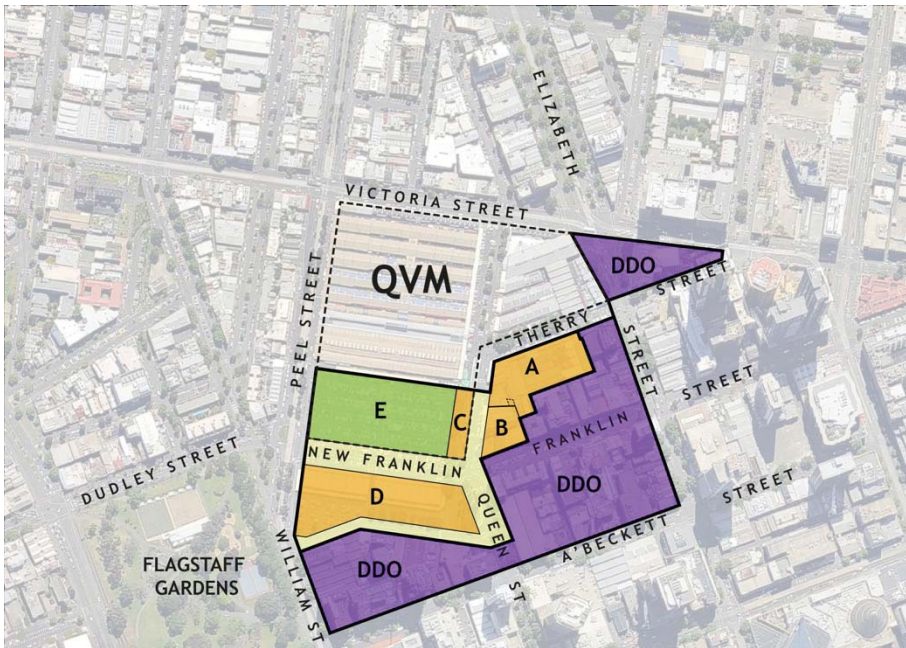


Figure 57. Potential extent of a DPO including major development sites and key frontages with sensitivities related to QVM.

- A. Munro Site
- B. Other Queen Street and Franklin Street properties
- C. Queens Corner building
- D. Franklin Street site
- E. Proposed open space

Built form controls for areas beyond this would appropriately be addressed through a DDO.

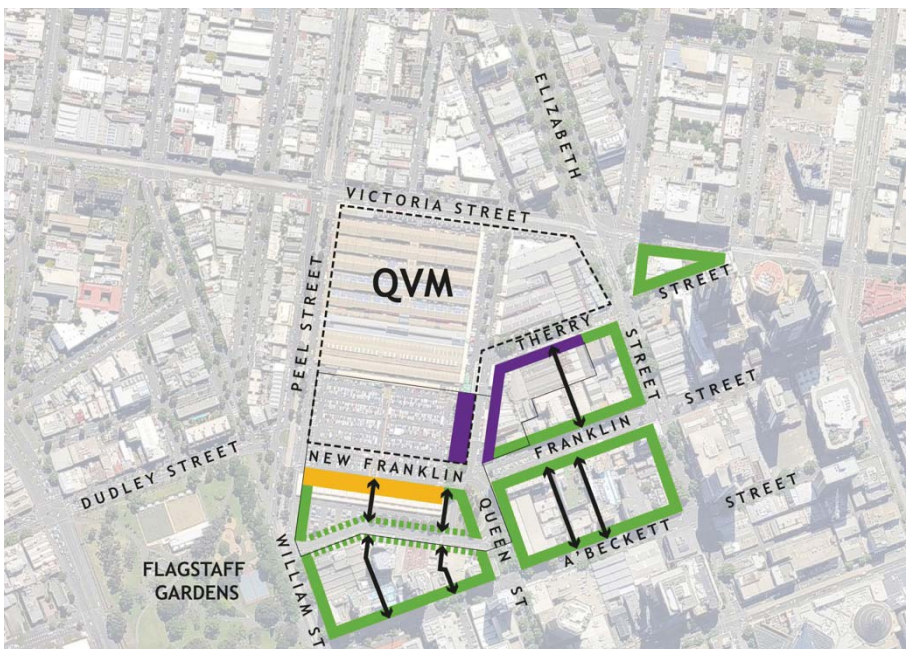


Figure 58. Recommended built form in the QVM area. Unless wind mitigation or heritage conservation requires otherwise, heights should be:

- 10m min./20m max. at the street frontage along Therry and Queen Streets adjoining QVM, with any greater height set back at least 10m; also 10m min./20m max. for whole of the proposed Queens Corner building.
- 20m min./40m max. at the street frontage, with any greater height set back at least 10m from 30m wide streets and at least 6m from former alignment of Franklin Street.
- Retain existing Franklin Street stores building. New buildings of greater height may cantilever over the rear half of the existing buildings but must be set back at least 10m behind the northern masonry facade.

Public mid-block pedestrian links should be created or maintained at or near the locations indicated.

5.2.8 Zoning

QVM now falls within the Capital City Zone (CCZ1). This a widely inclusive zone, allowing for diverse land uses including open spaces, public institutions etc. that are often separately zoned in other contexts, e.g. through application of the Public Park and Recreation Zone (PPRZ), Public Use Zone (PUZ), or Special Use Zone (SUZ). However, there are some key spaces within the Hoddle Grid that are specially zoned, including the City Square.

The application of the CCZ1 to the Market is therefore not improper, but it does not express the City of Melbourne’s stated priorities in relation to maintaining the long term continuity of QVM’s operation as a public market and major civic place.

It may therefore be appropriate to consider rezoning QVM as a Public Use Zone.

It may also be appropriate to consider application of the Public Park and Recreation Zone to the proposed open space on the site of the QVM car park.

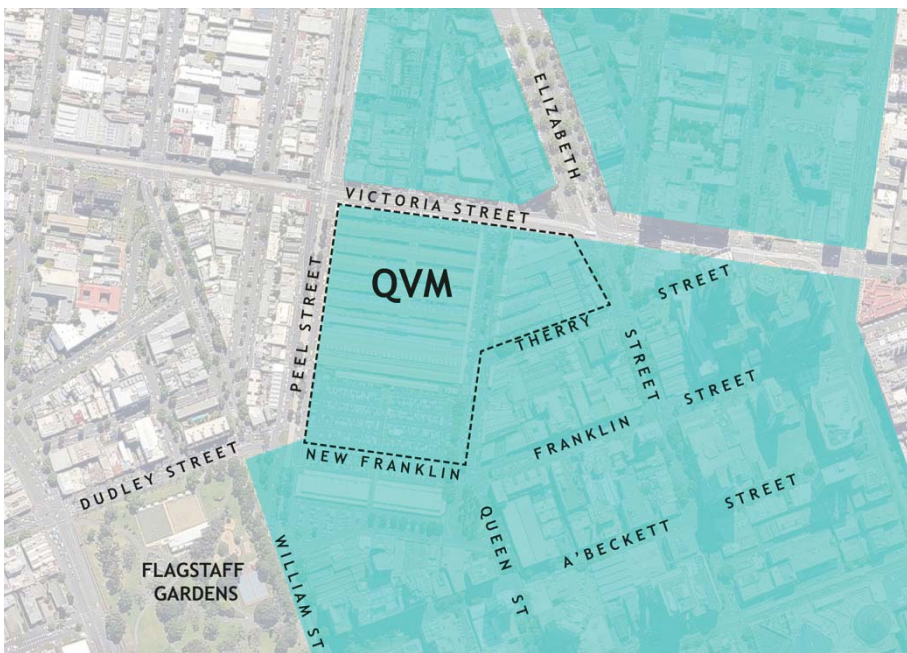


Figure 60. Extent of the CCZ, including extension into City North under Amendment C196 City North.



Figure 61. Potential rezoning to place QVM in a Public Use Zone, and the proposed open space in a Public Park and Recreation Zone.

6 Appendix: Typical Hoddle Grid built form

6.1 STREET-ORIENTED DEVELOPMENT

A development pattern with buildings lining streets, extending across the width of each property with no front setback and collectively creating a 'street wall', is characteristic of central Melbourne and of many cities around the world. This pattern is desirable:

- It supports interaction between passing pedestrian traffic and activity within buildings, and is important to the viability of many retail operations.
- It contributes to the 'activation' of the public realm, with frontages that generate activity in the street and add interest for passers-by.
- It contributes to personal safety by encouraging 'passive surveillance' or 'eyes on the street', including people using the street and in adjoining buildings.
- It provides a degree of shelter to pedestrians, even more-so when verandahs, awnings, colonnades or arcades are incorporated into the facades.
- It defines street spaces as linear corridors that are easy to follow through what could otherwise be chaotic jumbles of buildings, supporting way-finding

There is an extensive body of professional literature arguing the importance of these benefits.⁵ They are also promoted by the Victorian Urban Design Charter.

The basic pattern of street-oriented development varies, depending on location within an urban area. The simplest arrangement described above is typical of central retail, commercial and mixed use areas. Residential neighbourhoods are often characterised by small front setbacks, which limit interaction between people in streets and in buildings to a visual basis (which is controllable by the building occupants) rather than inviting entry and trade.

These variations respond to building uses and street functions. They are not arbitrary styles. Throughout inner Melbourne, there are examples of formerly residential buildings that have been absorbed into expanding retail precincts, where this front setback has been built over to create a retail frontage at the street boundary.

6.1.1 Traditional, modernist and contemporary approaches

Before the development of modern construction technologies, it was common for the full height of city buildings to rise in a wall directly at the street edge. Upper level setbacks were mandated in very few cities, most notably 19th century Paris due to its unusually dense development combined with a legacy of very narrow medieval streets, and in New York after 1916 as skyscrapers began to turn its streets into shady wind tunnels. In Melbourne, because of the lower building scale and wider streets, it is most common to see the tallest parts of 19th and early 20th century buildings directly abutting streets, while lower parts are at the rear.

Modern high rise construction technologies freed builders from the economic imperatives of building boundary to boundary. Some architects took this freedom as an aim in itself, with a Modernist approach epitomised by Corbusier's proclamation of the 'death of the street' and a preference for detached towers that can be seen as individual objects in an open landscape. This was fashionable particularly in the decades after WWII. The clearest Melbourne examples are the high rise Housing Commission flats in various inner suburbs.

⁵ One of the clearest digests of this literature is ' *The Value of Urban Design: The Economic, Environmental and Social Benefits of Urban Design*', prepared for the NZ Ministry for the Environment, 2005 and which aims to substantiate claimed values of urban design, both in general terms and in relation to specific elements that are regarded as central to good urban design.

Repudiation of this Modernist approach was marked by Jane Jacobs's publication of *The Death and Life of Great American Cities* in 1961. Jacobs inspired the recovery of an appreciation of the social value of streets and street activity, but a variety of people contributed to the understanding that while buildings cause positive and negative impacts on the public realm, the Modernist approach was eliminating the positive impacts while leaving the problems - of wind turbulence, and so on. One result of this is the contemporary preference for development with towers rising from a 'podium'. The podium provides traditional street-oriented development, while any high-rise towers rising above this are set back to reduce their impacts.

If the buildings in an area collectively create a high quality street wall, the height, form and character of towers above this level are relatively unimportant to the quality of the public space in the street. However this *priority* for a focus on the street wall or podium of buildings does not make it the only concern:

- It is not true that overall heights and the built form above podium level have no impact on the public realm or on other properties - they cause overshadowing, block access to sunlight, block views, overlook other buildings, and so on.
- The relationship between the podium and tower is critical to the effectiveness of the podium. Low podiums are not effective with tall towers, and small setbacks can also make a podium ineffective.

For a podium and tower development to provide the desirable effects of a street wall, a number of factors need to work in combination, including:

- Activation of the frontage through the location of building uses facing onto, and to varying degrees exposed to, the street.
- The height of the building at the street frontage, and its proportion to the height of the tower and setbacks of the tower.

6.2 PODIUMS AND STREETScape ACTIVATION

6.2.1 Ground level building alignments

A fundamental requirement for an activated building frontage within a 'street wall' is the presence of buildings lining the street. Irregularities in the street wall - with unused gaps between buildings, facades set back from the street, alcoves and recesses - can be detrimental in reducing personal safety. They can reduce visibility, and create hiding spaces and entrapment risks. This issue is commonly raised in relation to crime prevention through urban design. Frontage inconsistencies also break down synergies in activation, with a consequent reduction of retail viability. Small isolated exceptions are not ruinous in their impact, but the collective impact of many gaps and setbacks in active frontages is.

6.2.2 Standards of frontage activation

Jan Gehl defines good active frontages as offering 'two-way visual permeability at street level' so that 'activities occurring within these buildings add a sense of life and diversity to the streetscape'. Inactive facades 'have a poor street interface due to poor or no visibility, such as tinted one-way glazing, windows raised above pedestrian level, solid walls or absence of ground floor occupation.'⁶ In addition to the sense of interest that active frontages provide, there is conclusive evidence through international research of their benefit through provision of passive (or natural) surveillance of public spaces.⁷

Provision of active frontages is frequently interpreted as requiring retail tenancies and the common architectural response is to expose these to the street with sheets of plate glass (which often as not are then covered with blinds or cluttered with

⁶ *Places for People: Melbourne 2004*. City of Melbourne with Gehl Architects, p 20.

⁷ *The Value Of Urban Design: The Economic, Environmental and Social Benefits of Urban Design*. New Zealand Ministry for the Environment, 2005.

some kind of advertising). This simplistic approach fails to recognise that activation can occur through a variety of uses; that activation is not a black and white or on/off quality; and that sheer transparency is not the most effective or interesting means of supporting exchange between building uses and street activities.

Five grades of frontage activation adapted from the work of Jan Gehl are set out in the English Partnerships' *Urban Design Compendium*.⁸

- Grade A frontage (the best):
 - More than 15 premises every 100m
 - More than 25 doors and windows every 100m
 - A large range of functions
 - No blind facades and few passive ones
 - Much depth and relief in the building surface
 - High quality materials and refined details
- Grade B frontage:
 - 10 to 15 premises every 100m
 - More than 15 doors and windows every 100m
 - A moderate range of functions
 - A few blind or passive facades
 - Some depth and modelling in the building surface
 - Good quality materials and refined details
- Grade C frontage:
 - 6 to 10 premises every 100m
 - Some range of functions
 - Less than half blind or passive facades
 - Very little depth and modelling in the building surface
 - Standard materials and few details
- Grade D frontage:
 - 3 to 5 premises every 100m
 - Little or no range of functions
 - Predominantly blind or passive facades
 - Flat building surfaces
 - Few or no details
- Grade E frontage (the worst):
 - 1 or 2 premises every 100m
 - No range of functions
 - Predominantly blind or passive facades
 - Flat building surfaces
 - No details and nothing to look at

Research has not been undertaken to test these standards in relation to conditions in Melbourne, and it may be the case that criteria such as 'more than 25 doors and windows every 100m' are reasonable and appropriate in Copenhagen or medieval European towns, but unreasonably ambitious for a modern city such as Melbourne. Nonetheless, the key principles in Gehl's system that are relevant to Melbourne:

- Activation does not rely upon retail, but some kind of activity in the building is vital. Windows onto unused spaces (e.g. upper levels of multi-storey foyers) and artworks on a facades (e.g. Figure 64) may add visual interest for people in the street, but do not contribute to activation or passive surveillance.
- Variety along any length of street (sometimes referred to as a 'fine grain'), both in terms of use and visual character, contributes to the quality of the public realm.
- A wide spectrum of frontage activation should be considered and appropriate levels of activation should be promoted along every street and public space.



Figure 62. Apple store in Sydney, indicating the potential for building activities to contribute visibly to a streetscape.



Figure 63. Former Georges store, Collins St.



Figure 64. Screen on the Arkley Building, Docklands. This does not contribute to frontage activation. Art does not participate in social interchanges or ring the police in emergencies.

⁸ *Urban Design Compendium*. English Partnerships with The Housing Corporation, accessed at www.scribd.com/doc/27230122/URBAN-DESIGN-COMPENDIUM-1-MANUAL

Frontage activation is desirable wherever possible, especially but not only in major pedestrian areas. The highest grades of frontage activation are appropriate along streets where pedestrian activity is most important. The lowest levels are appropriate only where there is *absolutely no regard* for pedestrians, and there are very few public streets (except freeways) in a central city context where this is the case. Grade A levels of activation are appropriate in major pedestrian areas, but grades B and C may be acceptable elsewhere. Grades D and E should only be allowed along freeways and new laneways created or designated for the sole purpose of vehicular access for loading bays, rubbish collection, etc. - and if possible in new development these would ideally be contained within properties and screened from public spaces by intervening buildings.

6.3 PODIUM HEIGHTS

6.3.1 Balancing positive and negative impacts

The benefits of a traditional building pattern with street walls involve a balance of spatial, social and environmental qualities - the building walls that contain and define the space of the street; the activity and interaction between people in and around the street; and the sunlight, shade, shelter and other environmental factors that make the space physically comfortable or uncomfortable.

These qualities compete with one another. In particular, there is often a trade-off between environmental qualities (access to sunlight, etc.) and social qualities of a street. Where a space is rich in one, a deficiency in the other is most likely to be acceptable. For example, Degraeves Street and Centre Place in Melbourne offer an intensely activated environment where there is an intimate relationship between street and shop spaces, a rich variety of retail activity and very high levels of social interaction, but they are deeply shaded through most of the day and the built environment is 'gritty' to say the least, with views into a mess of rubbish bins near the junction between Centre Place and Centreway Arcade. The social qualities of the space are very high; the environmental qualities are low. Treasury Gardens, in contrast, provides a beautiful green, sunny space (weather permitting) with views to handsome buildings, but with virtually no animation from adjoining land uses. In theory, an ideal city space might feature the beauty and amenity of the Treasury Gardens *and* the rich social environment of Degraeves Street, but in reality these qualities conflict with each other.

This balance is an important consideration for heights of a street wall or podium. Too high and the environmental qualities at street level suffer - with shading, wind turbulence, etc. Too low and the activation and passive surveillance from adjoining land uses are reduced, as is the visual containment of the street corridor and the potential for architectural enrichment. But what is too high, and what is too low? Various arguments are encountered in relation to this question, some of which are important, and others that should be disregarded.

6.3.2 Street proportions

There is no such thing as an ideal proportion between street width and height.

Acceptable proportions of street width to building height depend upon what people are accustomed to and the context of the street. The proportions of an attractive and pleasant street in Melbourne, such as the Spring Street end of Bourke Street, are radically different from those of an attractive street like the Via del Babuino in Rome. 'Tall' buildings in Geelong are not as high as 'tall' buildings in Chicago, although Geelong streets are generally wider than Chicago's.

Acceptable proportions also vary within a given locale. 19th and early 20th century buildings of similar heights lined Flinders Lane and Collins Street, one 10m wide the other 30m, but this is not seen as a problem. The variable proportions are actually valued as an expression of a hierarchy of major and minor spaces.

6.3.3 Architectural and spatial character

Podium type development that creates a wall of buildings along the street defines streets as architectural spaces, and collectively contributes to the city's character. The most important building parts in this regard are the lower floors, but while the ground is most important for activation, and detail at this level is critical for pedestrians' interest, it is problematic with respect to creating a high quality architectural effect for a building as a whole, especially with retail uses. Shop displays and signs often create clutter that overwhelms the 'architecture' of a city building at ground level, so the key part of the facade in a formal architectural sense is often from first floor upwards. The ground floor may not even relate clearly to upper levels. There is nothing wrong with this. The problem is in one-storey retail areas where all you see is clutter. In two storey retail strips the 'architecture' still only makes up half the scene. This is one reason many suburban shopping strips are so unattractive; a higher podium provides an architectural framework that can hold its own against the clutter of a retail ground level.

To what height architectural character matters is arguable. Visibility of architectural detail at heights is a red herring; tall towers can contribute interest to a streetscape if their design detail is appropriately composed for greater viewing distances. The issue is the proportion between the cluttered ground floor and the rest of the podium; it is desirable for the podium levels above ground level to predominate. That can be achieved in a three storey podium, so three storeys could be argued as a minimum podium height from this perspective, and a taller podium encouraged. As with frontage activation, the benefits of architectural character reduce with height while environmental problems increase - wind, shadowing - although there is no precise cut-off where the balance tilts from positive to negative.

6.3.4 Support for activation and passive surveillance

Maximisation of pedestrian activity in the street, and support for passive surveillance are important objectives of frontage activation. The ground level of buildings is the primary concern here as it offers opportunities for physical access and interchange, as well as line-of-sight visual links. However, building levels above ground floor can make important contributions. Activity in the street (licit and illicit) can be seen from inside buildings. Activities (and signs of activity) in buildings can be seen from the street. There is an actual possibility of speaking, gesturing, waving etc. between people in street and building spaces, even above ground levels (while privacy within a building is easily controlled when elevated only slightly above street level, simply by stepping back from the window).

This interchange reduces with height. A person on the second floor can converse with a person in the street. Above five or six storeys only a visual connection is feasible, so beyond 20m social factors become relatively unimportant (but not irrelevant). Balconies are also unusable at very high levels, and this also reduces the frequency when people in buildings are exposed to people in the street. At much higher levels, a building's positive contribution to activation and passive surveillance of a street is minimal, while negative impacts of overshadowing and wind turbulence increase, outweighing any small added benefit. There is no precise cut-off where benefits begin to be outweighed by disadvantages, but within an approximate 20 metre height range, Jan Gehl's research indicates that the balance is positive. Examples in Melbourne and elsewhere (e.g. see Figure 67) indicate that buildings up to 30 metres are still within the beneficial range.⁹

This is a strong argument for a minimum podium height. It is not a matter of taste, or local custom, which in an area of major change like Southbank would be an inappropriate constraint. It concerns the use, vitality and safety of public spaces.



Figure 65.
Melbourne Terrace, corner
Franklin and Queen Streets



Figure 66.
RMIT, Swanston Street frontage



Figure 67.
Tietgen dormitory, Denmark,
showing a strong relationship
between a public space and a
seven-level building.

⁹ Jan Gehl, *Life Between Buildings: Using Public Spaces*, trans. Jo Koch (New York, Van Nostrand Reinhold, 1987) p. 100.

6.3.5 Relation to tower heights

Part of the function of the podium is to mitigate impacts of towers. If the proportion of a podium to a tower is too small, the tower will dominate. In an urban area dominated by high rise development, this is an important reason for setting minimum podium heights and for these to be relatively high.

Matched parapet heights along a streetscape are not necessarily desirable with regard to the street wall itself. Substantial variation in parapet height is an obvious characteristic of some of the most attractive streetscape scenes in Melbourne, both existing and historical (e.g. see Figure 68), and in the central city as well as in many suburban activity centres. It provides variety and interest that counterbalances the potential monotony of straight, gridded streets.

However, a reasonably consistent approach within an area is necessary for podia to be effective in mitigating the visual impacts of the towers. Most people do not stand and look at buildings from a point on the opposite side of the street. More typical views are at oblique angles along a street. Generally, this means that the podium of a nearby building is mitigating the impact of the towers of buildings further along the street, and vice versa when seen from the opposite direction. Buildings are seen collectively as part of the city, not as independent objects.



Figure 68.
Collins St, ca 1900
[Nicholas Caire. National Library of Australia]

6.3.6 Overshadowing

As with the issue of street proportions, the degree of overshadowing that is acceptable in streets largely depends on local custom and expectations. The prevalence of 30 metre buildings in Melbourne’s retail core establishes a benchmark beyond which the negative impacts of overshadowing may be seen to become unacceptable. While this is a subjective measure, it is an obvious local standard to refer to as a precedent when determining controls.

Shade from buildings can also be a problem for street trees, which are widely regarded as very important to support the amenity of public spaces. The City of Melbourne Urban Forest Strategy aims to dramatically increase the number of trees throughout the City. As with all other factors relating to building and podium height, there is no definite threshold at which this becomes, or ceases to be, a problem. However, poor tree health due to shading is significantly more noticeable in the east and west ends of Melbourne’s CBD, where there are numerous tower developments, than it is in the retail core.

6.3.7 Typical central Melbourne podium requirements

In summary, the rationale for podium heights suggests that:

- The extreme limit of acceptability for a minimum podium height is three full storeys, below which a podium would be ineffectual.
- The aim to support activation and passive surveillance of street spaces means that buildings of at least five storeys and up to a 20 metre height are desirable for streetscape activation, as spaces in building up to this height can have a good relationship with a street space.
- Taller buildings detract from the streetscape through overshadowing, etc. to a greater degree than they contribute through activation; the 30 metre buildings in Melbourne’s CBD establish a reasonable local benchmark for an acceptable height, beyond which detrimental impacts are likely to be reasonably regarded as inappropriately outweighing beneficial impacts.



QUEEN VICTORIA MARKET RENEWAL
PRECINCT BUILT FORM CONTROLS
Review of Heritage issues

Prepared for
City of Melbourne

April 2015

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1.0 Introduction

This report provides a review of heritage issues associated with the development of precinct built form controls for the area surrounding the Queen Victoria Market. In particular the report addresses the findings on heritage contained in the *Queen Victoria Market Renewal Precinct Built Form Controls Review and Recommendations* report by Jones & Whitehead.

Amongst other matters that report identified a need to revisit and redefine the key attributes which are seen to contribute to the Market Precinct heritage overlay (HO) area, HO7, which incorporates part of the market setting. The report also further explores this issue in the context of three specific questions raised in the brief:

1. Is there an area around QVM where there are special market-related heritage issues?
2. What heritage values are important to protect within that area?
3. Can those values be linked to built form controls on new development?

The report should be read in conjunction with the April 2015 Jones & Whitehead report and does not reproduce the contextual planning detail contained in this report.

While the report comments on the market as a whole and areas abutting it on all sides, the focus is on those areas on the southern edges of the market which are the subject of the Jones and Whitehead *Precinct Built Form Controls Review and Recommendations Report*.

1.1 The heritage context

1.1.1 The Market and Market precinct

The Queen Victoria Market, as bounded by Peel Street to the west, Victoria Parade to the north, Elizabeth Street to the east and Therry, Queen and Franklin streets to the south is the subject of a site specific HO (HO496), and is also included in an HO precinct; the Market Precinct (HO7). The Market is also included on the Victorian Heritage Register (H734) and HO496 in part reflects the VHR extent (Figure 1). Missing from the mapping of HO496 is the southern car park area and the Franklin Street stores, areas which are included in the recently expanded extent of registration (Figure 2).

The Market Precinct, HO7, was formalised in the mid 1980s, as one of ten heritage precincts identified in the Capital City Zone (CCZ). The significance of the precinct, as identified in Clause 22.04 *Heritage Places Within the Capital City Zone*, is as follows:

Statement of Significance

The Queen Victoria Market is one of the great 19th century markets of Australia and the only such market built by the Melbourne City Council to survive. The complex of enclosed food halls, open sheds, shops and stores illustrate a complete mode of commercial transaction, which is today substantially similar to the pattern in 1878 when the main fruit and vegetable market was opened. The Market was the principle [sic] market of fresh fruit and vegetable produce in Victoria from 1878 to 1975 and had a profound effect on the whole system of growing, selling and distribution in the state. As a retail market, it has been an important meeting place for a large component of Melbourne's population and remains a vital link with a part of Melbourne's domestic life.

Key Attributes

- The historic character of the precinct as a retail area.
- The generally simple, low-scale and remarkably intact example of a utilitarian form from the period of its construction. Taken as a whole, the

Market and its component buildings are substantially intact in its 1923 form.

- The visual dominance of the Queen Victoria Market in the surrounding area.

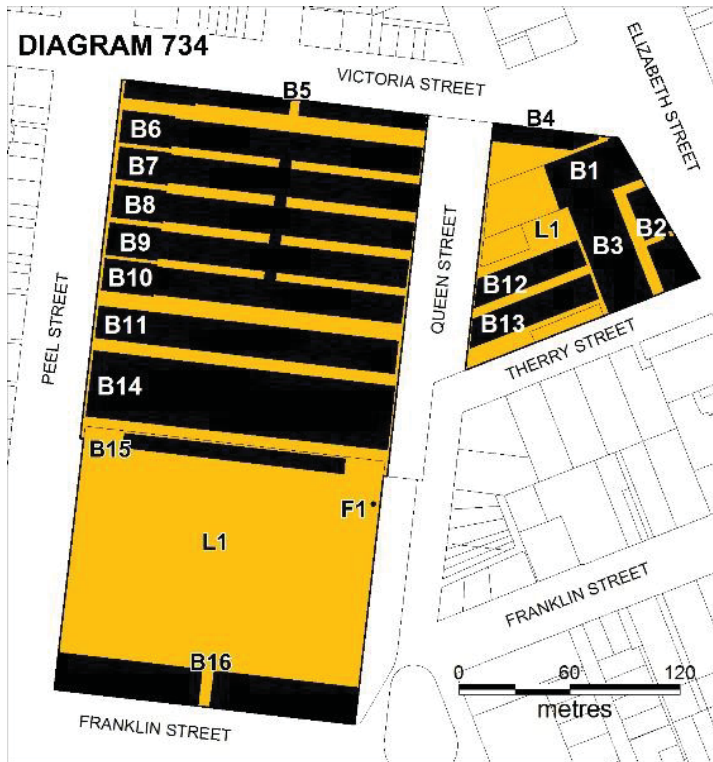


Figure 1 Extent of land and buildings included on the Victorian Heritage Register

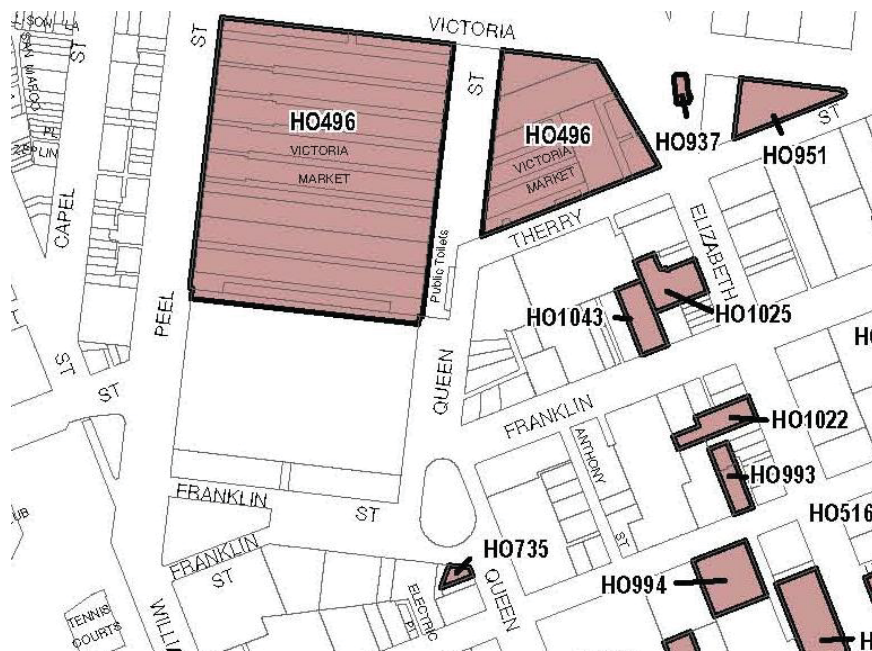


Figure 2 Currently mapped extent of HO496; the mapping has yet to be updated to include land to the south, now included in the VHR

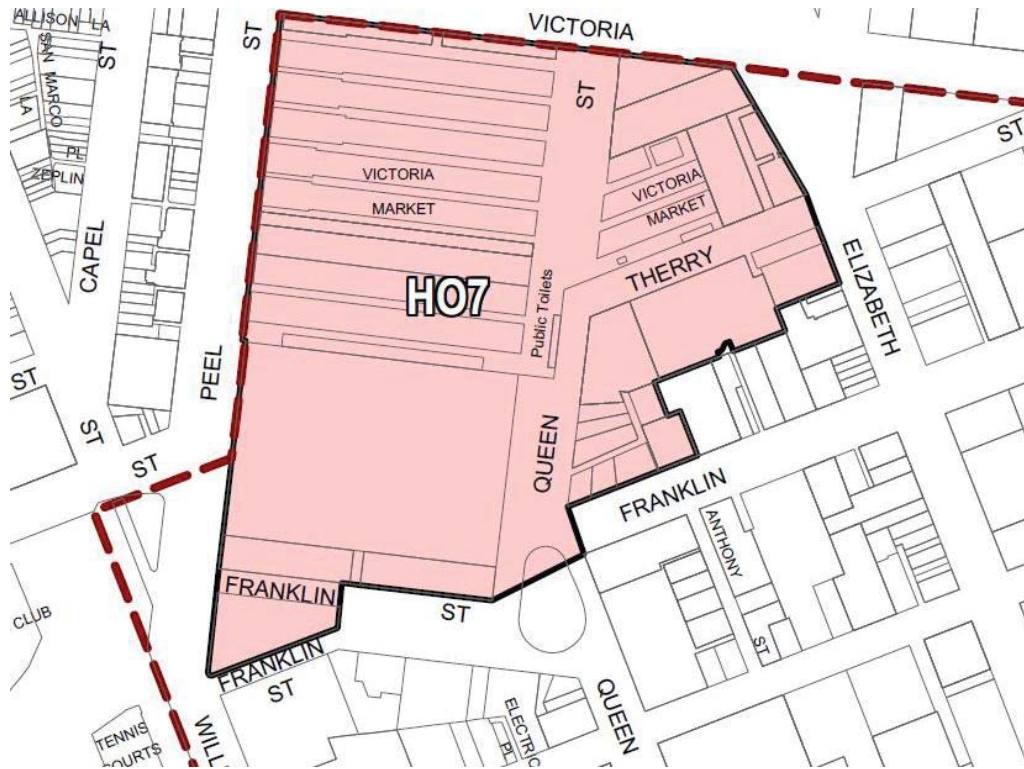


Figure 3 The Market Precinct HO7

1.1.2 City North Heritage Review Amendment C198

The Market Precinct HO area (HO7) and a number of the surrounding buildings, most recently have been reviewed in the *City North Heritage Review*. The review has been considered by a Planning Panel and the panel report and recommendations have been considered by Council and the amendment forwarded to the Minister. With regard to the market area, the Panel report recommends the deletion of the triangle of land at the far south-west corner of HO7, which comprises a median car parking area on Franklin Street, and some minor adjustments on Elizabeth Street. The report also recommends the re-grading of buildings in Therry Street and in part of Queen Street, to 'C' in a level 2 streetscape (these buildings are currently either ungraded or graded 'D' in a level 3 streetscape).

In considering the buildings in Therry and Queen streets, the Panel noted:

The Panel reviewed the Therry Street buildings and has concluded that the streetscape is consistent, and although there have been some changes to the façade of the 93-151 Therry Street buildings and the Queen Street frontage, the buildings are significant. They are not representative, but rather, a distinctive group contributing to the environs of the Queen Victoria Market and a C grade is warranted.¹

The *City North Heritage Review* contains a further detailed assessment of the significance of the precinct (Appendix A). Albeit the issue of the significance of the contribution which the Therry and Queen Street buildings make to the precinct was flagged in the Panel report, the *City North Heritage Review* citation provides limited support for this proposition. While identified and described in the history and description of the precinct, no reference is made to the values which these buildings contribute to the precinct or their particular relationship with the Market.

¹ Melbourne Planning Scheme, C198 Panel Report, City North Heritage Review, July 2014, p.82

1.1.3 *The surrounding area*

The area around the Market varies in age and intensity of development. To the west, the Peel Street frontage presents to the historically low-scale commercial and residential development on the west side of the street (Figure 4). Notwithstanding more recent development and the presence of three and four level buildings, the heights on the Peel Street frontage sit comfortably with the scale of the Market buildings. This Market edge presents with an active frontage and as part of the largely low scale nineteenth century precinct. While a number of buildings in Peel Street operate as commercial premises, there is however no sense that there is a strong long-term Market link as related to their operations.

To the north on Victoria Street, the lower traditional built form evident in Peel Street, continues on the north side of the street. The Peel Street Victoria Street intersection is still strongly marked by nineteenth century hotels and commercial buildings (Figure 5). Moving to the east along the north side of Victoria Street, taller buildings are more evident, particularly around O’Connell Street. The area as a whole evidences stronger commercial activity in the early built form, some of which may have serviced the Market. Notwithstanding the greater heights and larger footprints the area still presents as part of the traditional North Melbourne built form. The Market edge on Victoria Street is in many respects a fortified edge on which the one and two storey terraces of shops present as a physical and visual barrier (Figure 6). There is currently little sense of the liveliness which is evident on the active Market frontages to Peel and Queen streets.



Figure 4 Peel Street looking north to Victoria Street



Figure 5 The intersection of Peel Street with Victoria Street, defined by its traditional nineteenth century corner buildings



Figure 6 View looking east down Victoria Street showing the wall of shops along the northern edge of the Market



Figure 7 The formal Market hall entry on the corner of Elizabeth and Victoria streets

Arriving at the Elizabeth Street and Victoria Street intersection the scale of the intersection is such that there is little physical connection between the Market buildings and the diverse built form which populates the opposite corners. The combination of the solid presentation of the Market hall fronts and the distance to the opposite side of the street renders any meaningful connection related to common, scale, form or composition as limited. The Market at this point in many respects presents as a contained place with a formal presence in the surrounding urban fabric (Figure 7).

Along the west side of Elizabeth Street the physical presentation of the Market is as a continuation of the buildings which extend from the south (Figure 8). Between A'Beckett Street and Victoria Street the traditional one and two storey nineteenth century commercial built form is still strongly evident. Opposite, the high rise city is equally strongly in evidence in the towers rising on the street edge or in close proximity. As with other locations within and on the edges of the city this is a point of dramatic contrast in the scale of old and new built form.



Figure 8 View looking south down Elizabeth Street

On Therry Street there is a unique market boundary condition where the street itself is narrower and more intimate, as compared to other streets around the site. It is a street in which there is an awareness of both sides of the street contributing to the atmosphere of the market environs. While in many respects the buildings are individually of limited heritage significance, they are of a comfortable scale as related to the market buildings (Figure 9 & Figure 10).



Figure 9 View looking west up Therry Street from Elizabeth Street



Figure 10 View looking east down Therry Street from near Queen Street



Figure 11 View looking south over the lower market c. 1920s, prior to construction of the Dairy Hall in 1928. The Jas. A Munro building can be seen and the yet to be developed corner of Therry and Queen streets
Source: State Library of Victoria



Figure 12 View looking south along Queen Street from the corner of Therry Street.



Figure 13 View looking east down Franklin Street from William Street

Progressing into Queen Street, while older buildings continue along the east side of the street, any direct contextual relationship with the Market falls away as the sheds end and the interface is with the open car park area. The buildings contain a range of commercial operations, similar to those found in the Market, but these present are largely opportunistic uses rather than ones of long standing (Figure 12).

Finally on Franklin Street on the north side the Market boundary is defined by the stores buildings (Figure 13), while the south side of the street comprises a mix of individually significant buildings and more recent development. There is no strong visual or physical link between the Market and its surrounds at this point and it is very much an interface in which high rise development is more strongly present.

2.0 Heritage sensitivities in the surrounding area

In reviewing the Market in the context of the surrounding areas, it is evident that the Market has traditionally operated as an island site and it continues to exist operationally and physically quite independently of its surrounds. While on all of the boundaries there is a heritage context, the significance of the Market is not reliant upon that context.

The boundary interface condition with the western and northern boundaries in particular has been to a degree a static one, in which change in built form presentation and interface has been modest and limited. This is as compared to the interface to the east and south, where growth and development in the central city area has resulted in a more dynamic condition. In this regard the experience of the Market as a nineteenth century heritage place, set in a nineteenth century built form context is most readily understood along the Peel Street and Victoria Street frontages and less so on the frontages to the east and south. On the latter frontages, and taking into account newer development behind, the interface is one in which the lower-scale streetscape elements and taller cityscape forms begin to merge.

On Therry Street as returning into Queen Street, the immediate context is one of older buildings, which in scale and appearance resonate with the Market character. While these buildings contribute to streetscape character, however, their individual heritage significance is relatively low.

Further south, on the Franklin Street boundary, the Market has a clearly defined edge in the Franklin Street stores. The road, and central median and car park area provides a substantial break between the stores and the development to the south. While the south side street wall comprises a number of heritage buildings of individual interest, there is not a strong connection between these buildings and the Market area.

Behind both of these frontages the central city tower development is readily apparent. This development has occurred progressively over the past century, but in the last decades has become more pronounced and crept closer to the Market boundary. From a heritage perspective, while there has always been a sensitivity to the interface of the central city tower development with the Market, as a consequence of more recent development in the area that sensitivity is perhaps now more related to the ground plane pedestrian level condition, rather than to the overall scale and height of these buildings. In this regard the manner in which these interfaces are managed from a heritage planning perspective warrants review.

3.0 Protection of heritage values in the Market environs area

The area surrounding the Market is comprehensively covered by existing precinct based and individual site based HOs (Figure 14). Subject to Ministerial approval, these will be further expanded along Elizabeth Street and in Franklin Street under the recommendations arising from Amendment C198. Where they exist, the statements of significance of these places vary and other than for the Market Precinct HO HO7, the statements are place focussed, generally without any particular reference to the Market.

With regard to the level of heritage protection afforded by the HOs, this is consistent with all such places in the City of Melbourne and dependent upon location, development would be subject to the provisions of Clauses 22.04 *Heritage Places Within the capital City Zone* or 22.05 *Heritage Places Outside the Capital City Zone*. Equally, decisions on development would be determined after consideration of all relevant overlay controls and broader strategic planning policy.

In the absence of existing statements or citations which identify or describe the particular heritage values which relate to the Queen Victoria Market interface with the surrounding areas, the following list identifies the attributes which can be identified as mutually supportive of the significance of both. Most are tangible, but a number are intangible as related to the experience of the Market in both operational and non-operational modes.

North and West Melbourne, HO3

- the open, accessible, and atmospheric presence of the Market on Peel Street
- the relatively low-scale built form along Peel and Victoria streets
- the presence/predominance of the later nineteenth century buildings in both streetscapes and in the immediate areas behind
- the overall strength of the nineteenth century context – streets, buildings, tram system and landscape (Flagstaff Gardens)
- the relatively open horizon with generous sky views

Elizabeth Street (HO1124, HO7, HO1125)

- the largely low-scale nineteenth century commercial built form including the Market front and the commercial buildings extending to the south of Therry Street
- the Market as a southern termination point of the Elizabeth Street boulevard
- the picturesque and presentational qualities of the meat and fish halls as a formal Market address

Therry Street (HO7)

- the relatively consistent building scale and connectivity of buildings on both sides of the street as derived from similar or compatible uses
- the sense of age in the street wall and the compatibility of materials
- the relative tightness of the street and 'Market' atmosphere

Queen Street (HO7)

- the scale of built form and connectivity to the Market as derived from similar or compatible uses

Franklin Street (individual HOs)

- the Market edge defining function of the stores buildings

Considering these attributes and the manner in which they are reflected in existing statements of significance or planning controls it is evident that it is only in the statement for the Market Precinct (HO7) that there is any explicit connection between the Market and its environs. The key attributes as currently identified in the Market Precinct statement of significance are:

- The historic character of the precinct as a retail area.
- The generally simple, low-scale and remarkably intact example of a utilitarian form from the period of its construction. Taken as a whole, the Market and its component buildings are substantially intact in its 1923 form.
- The visual dominance of the Queen Victoria Market in the surrounding area.

Along with the accompanying statement and as noted in the *Built Form Review and Recommendations*, these attributes focus on the Market itself, rather than providing any insight into its relationship with the surrounds. To some degree this reflects the fact that while there are a number of attributes which can be ascribed to Therry and Queen streets within HO7, as related to the Market environment, these are not necessarily attributes which are reliant on the heritage qualities or values of the existing built form. They are attributes which arise from the compatibility of scale, appearance and function of the built form, rather than the form itself.

In contemplating the draft Master Plan and associated precinct renewal reports it is apparent that the expectation is that the interface conditions along Therry, Queen and Franklin streets will be the subject of change. This change is likely to include both medium and high rise development and will include the modification of the road system. Dependent upon the nature and extent, this change is likely to impact on the heritage values of the affected areas. In addition to the nature of the physical impact, the acceptability from a heritage perspective will also be linked to the manner in which they are determined to support the continuing operation and sustainability of the Market; a factor which is fundamental to the assessed significance of that place.

4.0 Built form controls

The Built Form Review includes a built form vision for the precinct. This vision references the *City North Structure Plan* and the *Draft Queen Victoria Precinct Renewal Master Plan*. In setting the vision the review identifies amongst a number of initiatives, that, 'The built form of the QVM precinct should contribute to this combined vision by ensuring that: New Development is respectful of heritage values of the Market and other significant buildings. As addressed below, the vision further addresses a range of other issues and attributes which to a greater or lesser degree have the potential to impact from a heritage perspective.

4.1 Built form vision

Precinct definition

The built form vision reinforces the identification of neighbourhood interface conditions on the Market boundaries comprising West Melbourne, City North and Hoddle Grid. This is supported from a heritage perspective, albeit that in a physical sense it would be expected that management of the heritage interface would be consistent across the western and northern boundaries, notwithstanding the different neighbourhoods.

Market interface

The Market interface is presented in the vision as one which anticipates taller built form on all boundaries, accommodating more intensive land uses. This review of heritage issue indicates that there is a need moderate this aspect of the vision to the extent that the traditional lower scale development extending to the north and west is a valued attribute of the Market context. This is as compared to the southern and eastern boundaries where the interface is less sensitive to scale.

Streetscape definition and activation

This aspect of the vision, to the degree that it is relevant is responsive to the review of heritage issues.

Sunlight to open spaces

This aspect of the vision is strongly supported from a heritage perspective. The maintenance of the generous open horizon and sky views contribute to the quality of the Market experience.

Wind impact mitigation

This aspect of the built form vision has no direct bearing on heritage issues.

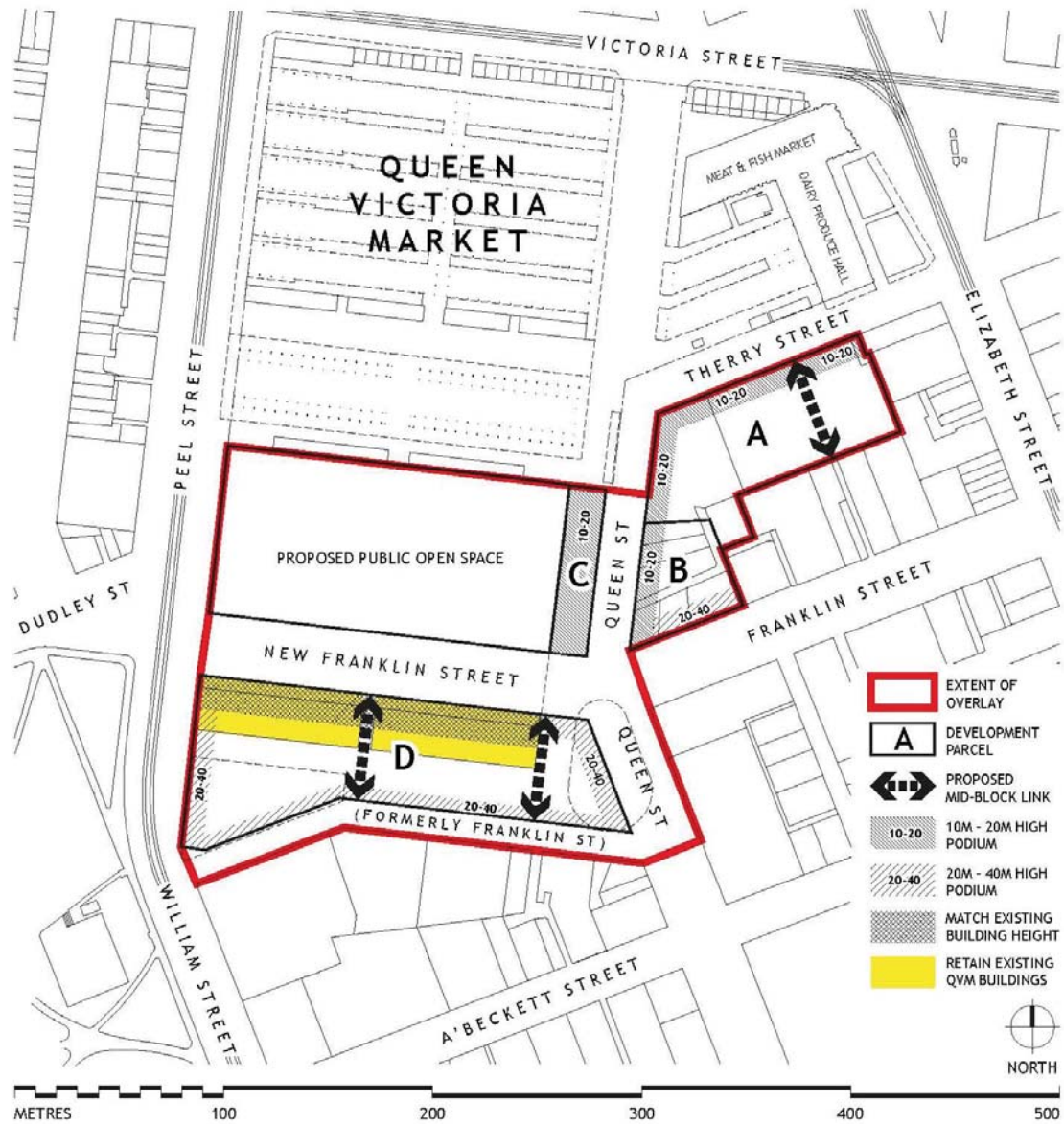


Figure 15 Queen Victoria Market Precinct Framework Plan 2015

Pedestrian amenity and safety

The vision strongly encourages the provision of a pedestrian responsive environment from both an amenity and safety perspective. While the heritage issues which have been identified in this report do not go directly to this issue, the proposition of the reinforcement of Melbourne’s traditional lane system is supported from a heritage perspective. As contemplated, existing lane systems should be reinforced and extended.

Heritage

The focus of the vision from a heritage perspective is that development in proximity to the Market retains the ‘texture’ and ‘feel’ of the place and is responsive to the pedestrian scale. In the Therry Street and Franklin Street interface areas this is supported by the retention of key heritage buildings while also accommodating new development. In reviewing the heritage issues associated with the precinct, the approach is supported recognising that the retention or otherwise of individual buildings will be the

subject of a considered process of assessment and review. Critical in the decision to replace any existing fabric will be the contribution which the new building is seen to make to the heritage place.

4.2 Specific Controls

The establishment of the vision leads to the proposition of specific built form controls. In essence these look to achieve a number of outcomes. On the Queen Victoria site itself the recommendation is that the existing height controls, as provisioned in DDO14, be removed and that any conservation or development decisions be managed through the application of heritage policies as implemented through the Heritage Victoria approvals process. This approach is one which is supported in the light of this review of heritage issues.

Beyond the Market the built form controls contemplate variable street wall heights for new development, with set back taller tower forms. On Therry and Queen streets the street wall has a 20 metre maximum and on Franklin Street a 40 metre maximum. In both cases the minimum depth of setback is 10 metres (Figure 15). Tower heights beyond the podium setbacks would be governed by the provisions of DDO14 as amended and DPO10, and by the existing CCZ1 performance criteria.

Having reviewed the heritage issues the approach presents as acceptable, subject to ensuring that the treatment of the street wall responds, where relevant, to the heritage context. The *Built Form Review* report provides guidance on podium design generally and in this context the additional issues which arise from a heritage perspective are as follows:

Therry Street, including the Queen Street corner

Where existing buildings are to be replaced a key design consideration will be the material and textural qualities of the street wall and the manner in which the lower levels are able to provide a scale and intimacy within Therry Street which maintains the Market atmosphere. The critical area of sensitivity will be within the first 10 metre rise of the podium wall. In such areas street verandahs and the like should be encouraged.

Queen Street

Beyond the Therry Street corner the interface sensitivity of the Queen Street frontage is lower and new development in this area should respond to the general design guidelines.

Franklin Street

The key heritage considerations on Franklin Street will be the manner in which new development interfaces with the existing stores buildings. This is likely to impact on their existing frontage presentation to Franklin Street. While works on the registered buildings and site will be subject to Heritage Victoria approval any new development in the area should have regard to the traditional manner in which the stores operated and presented. The maintenance of the facade presentation on the old Franklin Street alignment would be highly desirable.

5.0 Conclusion

In reviewing the heritage issues associated with the Queen Victoria Market environs it is evident that they vary dependent upon the boundary location. To the north and west the boundary interface condition is one in which there is a long established understanding of heritage sensitivities. In this regard the conclusion of this review is that the existing heritage controls both recognise the heritage significance of the areas and provide for appropriate management.

To the east the boundary interface is more mixed and the heritage sensitivities are site specific. As a consequence of this review there is no evidence that additional heritage controls are warranted as related to the market.

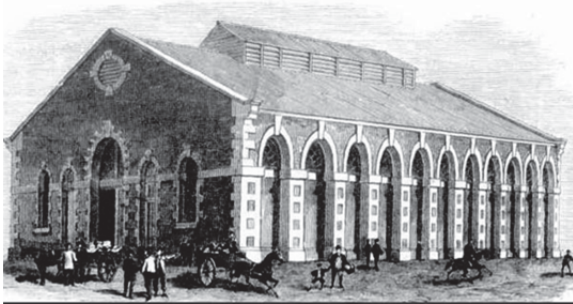
In contrast, to the south the heritage sensitivities are less exact. While heritage in this area is a factor which has been recognised for many years, it lacks precision in the manner in which it has been

established or defined. The conclusion of this review is that while the area has a degree of sensitivity arising from its relationship to the market, this is not dependent upon the heritage qualities of the existing buildings, but rather relates to the scale and presentation of such places in delivering a market atmosphere. In this regard and subject to design, the introduction of new built form in accordance with the *Built Form Review and Recommendations* should not result in an adverse impact on the market or its surrounds.

Appendix A City North Heritage Review, Queen Victoria Market Precinct HO7

QUEEN VICTORIA MARKET PRECINCT (HO7)

Address	Refer schedule
Date/period	1869 onwards/mostly Victorian and Interwar
Building type	Commercial
Grading	Refer schedule
Previous Grading	Refer schedule



Meat Hall, 1869



Meat Hall with 1884 façade



65-81 Victoria St



Sheds K + L, Queen St

Significance**What is Significant?**

The land and all the buildings located on the Queen Victoria Market site and bound by Peel Street (west), Victoria Parade (north), Elizabeth Street (east), as well as Therry and Franklin Streets (south). This includes the meat and dairy halls, substation to Therry Street, all the sheds (A-F and H-M), the shops to Elizabeth Street (nos 507-523) and Victoria Street (nos 65-159) and the stores to Franklin Street (nos 160-196).

In addition, several adjacent and nearby shops:

- the east side of Elizabeth Street between Therry and Victoria Streets (nos 510-16);
- east side of Queen Street between Franklin and Therry Streets (nos 422-460);
- the south side of Therry Street between Queen and Elizabeth Streets (nos 97-141); and
- two earlier, 19th century warehouses in Franklin Street (nos 126-130 and 132-140).

How is it Significant?

The Queen Victoria Market precinct is of historic, social and aesthetic significance to the City of Melbourne.

Why is it Significant?

The Queen Victoria Market precinct is of historic and social significance as Melbourne's premier market in operation for over 130 years (since the late 1870s), with origins dating back to 1859. It is the last surviving 19th century market established by the City of Melbourne, and has been an important hub of social life in the city. The Meat Hall, the oldest extant building, was constructed in 1869. It is one of the earliest, purpose-built market complexes in Australia, with its single span roof only the second of its type when erected. The market has evolved throughout its history in line with changing requirements, with several phases of expansion.

(AHC Criteria A4, B2 and G1)

The Queen Victoria Market precinct is of aesthetic significance as a fine example of a Victorian era market which retains much of its original 19th century fabric intact. Its present configuration is largely that which was established by the end of the Interwar period. Architecturally, there is a mixture of utilitarian buildings – the sheds – and more elaborate brick buildings, with the most exuberant being the 1884 façade of the Meat Hall, by noted architect William Salway. The later but more intact Dairy Produce Hall (1929) features a distinctive Georgian Revival style to the upper part of the façade in combination with Art Deco style to the lower part (canopy, tiling and shop fronts). The groups of shops to Victoria and Elizabeth Streets are rare examples of such extensive, intact rows of Victorian period commercial buildings, as are the Interwar period shops to Franklin Street.

(AHC Criteria E1)

Description

The precinct covers a large area comprising approximately 7 hectares, extending between Peel Street (west), Victoria Parade (north), Elizabeth Street (east), as well as Therry and Franklin Streets (south). The site gradually slopes towards the east and is bisected by Queen Street, dividing the precinct into two parts: a larger western or upper section and a smaller eastern or lower section.

Much of the perimeter is occupied by enclosed buildings, shops and warehouses, except Peel Street, where the large sheds are widely visible. Buildings and structures occupy much of the site except for the large car parking area at the south-western end. The building stock is low-scale comprising a mixture of single and two storey structures (or their equivalent). The Victorian period buildings externally are either face brick (e.g. the bichrome groups to Victoria Street) or have a stucco finish (for instance Elizabeth Street, west side). The Interwar period buildings (e.g. both sides of Therry Street, warehouses to Franklin Street) typically have a combination of brick and stucco (to the parapet and/or architraves).

Timber-framed openings, such as double-hung sash windows, distinguish the 19th century buildings (e.g. Victoria Street) from those of the Interwar period, which are typically multi-paned and have metal-framed openings (e.g. Therry and Franklin Streets). The most distinctive buildings are the Meat and Dairy Produce halls, and the intact groups of shops from the 19th century (west side of Elizabeth and Victoria Streets).

The sheds occupy about half the area and have a consistent form regardless of age of construction, though the materials typically relate to the period of construction. All sheds have gable roofs clad in corrugated sheet metal, mostly with timber supports (Victoria and Federation periods), though the later examples (Interwar period) have steel supports, however all have a steel truss roof frame. The gable ends are mostly clad in timber boards, as are the pediments to the open aisles between sheds. A continuous verandah extends across the front of the sheds on both the Peel and Queen Streets, with cast iron columns and some steel components (bracing).

Refer to the schedule for details of the individual buildings.

History

From 1837, land on what is now the upper part of the Queen Victoria Market site was being used as Melbourne's second cemetery, after Flagstaff Hill was briefly used for internments.¹ The Old Melbourne Cemetery occupied over half the subject site and was bound by Franklin Street (south), Queen Street (east), Peel Street (west) and Fulton Street (north, about where shed C is located). It was divided into sections according to faith.² The Old Melbourne Cemetery was delineated on the 1855 Kearney Plan, surrounded by substantial areas of gardens and a slightly different configuration of streets to the east, in part due to the presence of a semi-circular garden bed in Queen Street.³ It was in turn superseded

¹ David Dunstan, 'Cemeteries' in A. Brown-May, & S. Swain, *Encyclopaedia of Melbourne*, Melbourne 2005, p119

² Robert Hoddle, 'Town of Melbourne – Plan of Settlement of Port Phillip, M301C', reproduced in M. Lewis, *Melbourne – The City's History and Development*, p147. A cattle market was to be located to the north side of Victoria Street.

³ James Kearney, 'Melbourne and its Suburbs', 1855 [State Library of Victoria]

by the Melbourne General Cemetery in Carlton from 1853. Subsequently, burials were only permitted on previously purchased allotments or in family vaults until 1917, with the exception of a brief hiatus between 1864 and 1867.⁴

In 1859 the first part of the site to be set aside for a wholesale vegetable market was the smaller, lower or eastern part (bounded by Victoria, Elizabeth, Therry and Queen Streets) of approximately 1 hectare. The Council erected a market shed and fenced the land, however, instead of it being used by market gardeners, it became a temporary horse, cattle, pig and hay market.⁵ The shed was orientated parallel to Elizabeth Street, roughly where the Meat Hall is located.⁶ A depiction of the building indicates that it was single storey with two parallel barrel roof sections.⁷ In 1867, this parcel of land was permanently reserved for general market purposes.⁸ Soon after, the first stage of the extant market was commenced when a dedicated meat hall was constructed in 1869. The original extent of the meat hall corresponds to about the eastern two-thirds of the extant building. The original dimensions were 78ft by 132ft (about 24 x 41 metres) and it featured a central cartway with stalls to either side.⁹ It was described as follows:

From the front the building exhibits no remarkable architectural features; the side view, however is effective, the monotony of the wall being broken into arched recesses, surmounted by semi-circular lights and ventilators. The roof, which is of iron, is with one exception, the largest span in the colony.

The meat market was intended as a wholesale market, however within about a decade, had been converted to a retail fish and meat market because the stalls were found to be too small and the rents too expensive.¹⁰ For a few years there was also a wood market on land near Therry Street.¹¹

The next major phase began during the late 1870s and continued to about 1890. Land to the north of the Old Melbourne Cemetery (including Fulton Street, and parcels of land between it and Victoria Street), as well as the northern part of the cemetery, was made available for market purposes under the *Melbourne General Market Site Act* of 1877, and more than doubled the precinct to about 4.5 acres (1.8 ha).¹² Only three graves from the northern part of the Old Melbourne Cemetery had to be relocated, corresponding to the sections that had been designated for Jews, Aborigines and Society of Friends (Quakers).¹³ Request for tenders 'for erection of wholesale vegetable market, on ground bounded by Victoria, Queen and Peel Streets', were made in October 1877 by the City of Melbourne.¹⁴ The site henceforth became known as the Queen Victoria Market and the expanded facilities, costing about £20,000, were opened on 20 March 1878, though they were partially incomplete. Works included the eastern part of Sheds A to F, which were described as such:

The market buildings consist of six long parallel open sheds. Five of these sheds are 48ft in width, and are divided into three parts, a raised asphalted footpath with kerbing occupying the centre, whilst on each side there is accommodation for drays and their horses, the carts backing onto the kerbing.¹⁵

The sheds (A to E) to the upper market were built as temporary facilities for the stall holders of the Eastern Market (corner Bourke and Exhibition Streets) whilst that was being renovated, however the wholesale stall holders did not return to this section on its completion.¹⁶ Originally, the sheds had separate verandahs and were not linked by the existing timber pediments.¹⁷ Contracts were let to reuse at least two of the barrel vaulted sheds from the Eastern Market,

⁴ Colin Cole, (ed.), *Melbourne Markets 1841-1979*, pp50-51

⁵ Colin Cole, (ed.), *Melbourne Markets 1841-1979*, p47

⁶ Henry Cox, 'Victoria-Australia, Port Phillip. Hobson Bay and River Yarra leading to Melbourne', 1864 [State Library of Victoria]. This plan also shows that the extant street configuration was established and that some development had commenced to the south side of Therry Street.

⁷ Henry de Gruchy & Stephen Leigh, 'Isometrical Plan of Melbourne & Suburbs', 1866 [State Library of Victoria].

⁸ *Victoria Government Gazette*, 12 March 1867, p521 (2 acres, 1 rood, 21 perches); It appears on J Noone, 'Part of Township of Melbourne', 1875 (L.4896, State Library of Victoria)

⁹ 'The New Meat Market' *Illustrated Australian News*, 5/5/1869, p116

¹⁰ Siu, Ling Hui, *Queen Victorian Market: History, Recipes, Stories*, pp13-14. Initially a new wholesale meat market was established on the opposite side of Victoria Street but in 1880 moved to much larger premises in Courtney Street, North Melbourne.

¹¹ Sands & McDougall's directories, 1869 and 1872. In 1866, it was listed as the old cattle market (albeit on the wrong side of Therry Street).

¹² Preamble to Queen Victoria Market Lands Act 1896; *Victoria Government Gazette*, 30 August 1878, no. 92, p2138

¹³ Ellen McCaughey & Mary Hoban, *The Victoria Market*, Melbourne 1984, p131. Only three Aboriginal graves were affected as the Jewish burials had all been in the western part, which was not included in the market at this stage, and there had been no Quaker burials.; National Trust of Australia [Victoria], *Submission for the Preservation of the Queen Victoria Market*, p18. The north-western corner (Victoria and Peel Streets) became the Orderly Room Reserve (it had been at the corner of Victoria and Queen Streets); Refer to J. Noone, 'Part of Township of Melbourne', 1875 (L.4896, State Library of Victoria)

¹⁴ *The Argus*, 3 October 1877, p3

¹⁵ *The Argus*, 22 April 1878, p6

¹⁶ Ling Hui Siu, *Queen Victorian Market: History, Recipes, Stories*, p16

¹⁷ Ellen McCaughey & Mary Hoban, *The Victoria Market*, p34

which were only 20 years old, however this work did not eventuate, and three new sheds, G to I, were constructed to the lower part of the Queen Victoria Market.¹⁸

In 1880 a small triangular parcel of land on Elizabeth Street was reserved for market purposes.¹⁹ It had been part of the road reserve and its acquisition allowed for development at this end of the site in 1884, when the city architect William Salway designed eight, two storey shops on Elizabeth Street (nos 507-23). At the same time, a new, more elaborate rendered façade was added to the Meat Hall; with a frieze depicting agricultural animals on the pediment above the entrance by sculptor, John Simpson McKennel.²⁰ A few years later, the two storey shops (nos 65-81) and most of the single storey shops (nos 83-129) along Victoria Street were constructed.

By 1894 the northern half of the market was mostly developed in a configuration similar to the current circumstances. There were some minor differences however, such as butchers' stalls along the north side of Therry Street. Also, at this time only Shed C extended to Peel Street, and there were some different buildings/structures along Peel Street in front of sheds A-B, and D-F which have since been removed. The adjoining areas, such as the south side of Therry Street and east side of Queen Street, were mostly developed, although with a different mix of buildings to the extant group. The only non-market building at this stage was the warehouse at 126-130 Franklin Street.²¹

Further land (about ¼ acre) was acquired in 1904 at the corner of Peel and Victoria Streets (the former Orderly Room Reserve or drill hall).²² In 1911 various works were undertaken, with at least some being awarded to T. Coate. In January a tender for £3,139 was recommended to be approved, and in December a new shed was approved for £2,696, though this may be for the same project.²³ These works were part of a broader program estimated to cost £16,000, described as:

Spaces will be enlarged and re-arranged, new allotments will be opened to Elizabeth Street and large, cool dust-proof structures for the sale of meat, cheese and butter will be provided.²⁴

By this stage, the Queen Victoria Market had become the main market in Melbourne and there was great pressure for additional land as stall holders from the Western Market (corner of Market and Collins Streets) were also wanting space there. The Council was slow to respond to this situation and it was not until 1917 that the *Melbourne General Market Lands Act* was passed, ushering in a period of major expansion and alteration.²⁵

It was during the Interwar period that the Queen Victoria Market reached its full extent in terms of land area. The first step was the acquisition of the remaining southern part of the Old Melbourne Cemetery, about 2.4 hectares. Commencing in 1920, some 8000 graves had to be re-interred, many to Fawkner Cemetery. The work was completed by April 1922 and the land was reserved for market purposes in December 1922.²⁶ Subsequently, there was a flurry of construction activity beginning with the single storey shops at the corner of Peel and Victoria Streets (1923), followed by the Dairy Hall and adjacent substation (1928) and the long groups of single storey buildings, including those at 160-196 Franklin Street (1930). There were initially two rows of the latter, which were employed as stores for tenants from the Western Market, which was to be closed. This section of the precinct was known as Market Square, and was entered by a formal arch to both Queen and Peel Streets, adjacent to a row of smaller buildings.²⁷ More sheds were also erected: the western parts of sheds D-F (1922), sheds K+L (1923), which were designed for easy vehicle access, and another three (where the car park is now located), sheds M-O (1930+36), of which only shed M survives.²⁸ It was also during this period that most of the adjacent shops were constructed on the east side of Queen Street (Munro's Corner), the south side of Therry Street (nos 97-141) and the east side of Elizabeth Street (nos 506-16), on land owned by the City of Melbourne.

By the late 1940s, the market once again reached its capacity, and so in 1956, land was granted for a new wholesale market on Footscray Road, West Melbourne, though it was another thirteen years before it was opened. In 1971 Melbourne City Council proposed to re-develop the Queen Victoria Market precinct, however these plans faced

¹⁸ Colin Cole, (ed.), *Melbourne Markets 1841-1979*, pp43-44, 48

¹⁹ *Victoria Government Gazettes* no. 11, 6 February 1880, p325 (restated no 23, 5 March 1880, p540). The area was 28 and 3/10 perches (0.72ha) and possibly was a small slice of land on the west side of Elizabeth Street.

²⁰ Queen Victoria Market Heritage Trail, www.qvm.com.au/self_guided_market_history_tour.aspx, viewed May 2011

²¹ MMBW Plan 25 (1894) and Detail Plan 1025+1026 (1895)

²² Preamble to Queen Victoria Market Lands Act 1996; National Trust of Australia [Victoria], *Submission for the Preservation of the Queen Victoria Market*, p19. The area was 1 rood and 7 perches.

²³ *Building*, 12.1.1911, pp44+46 and 12.12.1911, p96. M Lewis, *Australian Architectural Index*, record nos 38,232 and 38,212.

²⁴ *Building*, 12.2.1911, p27. M Lewis, *Australian Architectural Index*, record nos 38,175

²⁵ Ling Hui Siu, *Queen Victorian Market: History, Recipes, Stories*, p16

²⁶ Colin Cole, (ed.), *Melbourne Markets 1841-1979*, p59. *Victoria Government Gazette*, 20 December 1922, p3472

²⁷ Refer to images Ellen McCaughey & Mary Hoban, *The Victoria Market*, pp152+170

²⁸ National Trust of Australia [Victoria], *Submission for the Preservation of the Queen Victoria Market*, p5. The sheds to the car park area are visible on an aerial, refer SLV image no: rg000554.

considerable resistance from the community; with the formation of the 'Keep Victoria Market Association' and the National Trust successfully campaigned to have the site protected. In 1973 the Builders Labourers Federation also placed a black ban on demolition at the site. As a result of community resistance, the City of Melbourne and the State government undertook refurbishment of the market precinct.²⁹ This included extending the Meat Hall to Queen Street, using second-hand bricks that closely matched those of the original building. The refurbishment was managed by the Melbourne City Council architect.³⁰ Other works have included repairs to the late Victorian, single storey shops which had been boarded up by the 1970s, and reinstating verandahs to the shops along both Elizabeth and Victoria Streets.

Recommendations

It is recommended that the Queen Victoria Market precinct be retained in the Schedule to the Heritage Overlay.

Extent of Designation

It is recommended that two shops on the west side of Elizabeth Street, nos 489-99 and 501-503 be removed from the extent of the overlay and included in another heritage overlay. It is however recommended that the group of shops opposite on Elizabeth Street, nos 506-16, be included as they form part of the square in front of the market and part of the expansive phases that occurred during the mid-20th century.

Previous Studies/Identification

Central Activities District Conservation Study 1985, Graeme Butler & Associates

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²⁹ Colin Cole, (ed.), *Melbourne Markets 1841-1979*, pp63-66; Ling Hui Siu, *Queen Victorian Market: History, Recipes, Stories*, pp18-19

³⁰ Ellen McCaughey & Mary Hoban, *The Victoria Market*, pp 194-195

Queen Victoria Market Precinct (HO7) Schedule

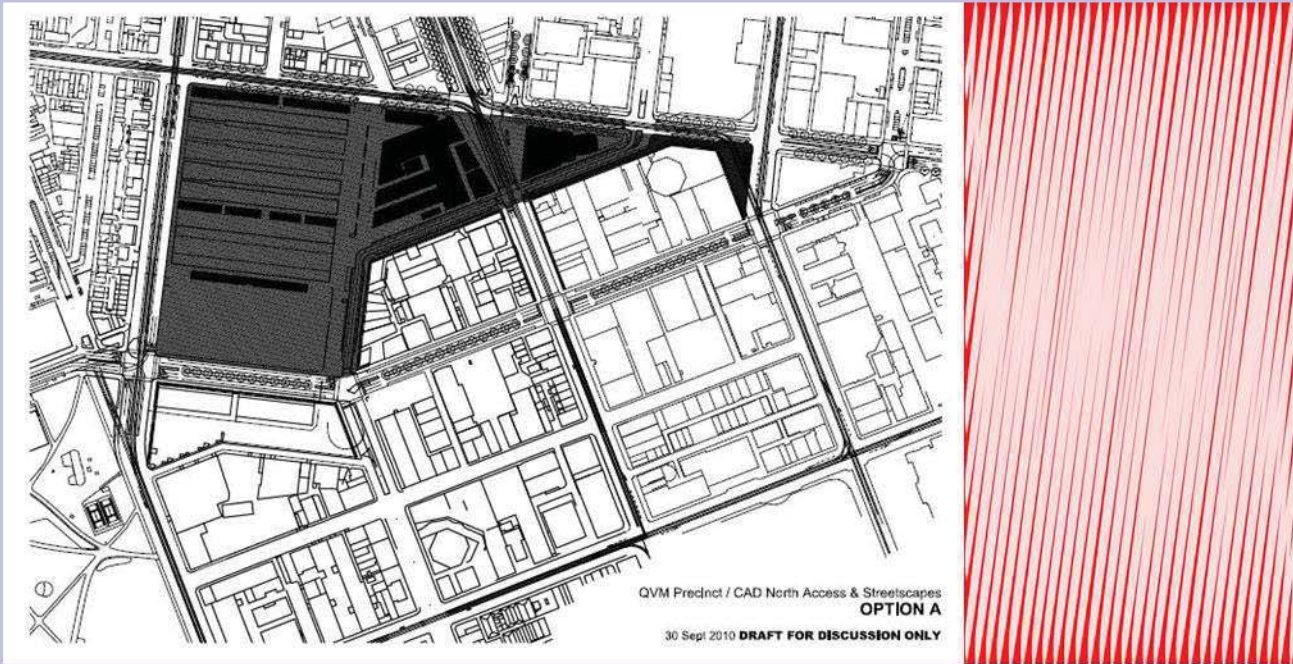
Name	Address	Proposed Grading	Previous Grading	Date/Period	Description
Shops	506-16 Elizabeth Street, Melbourne	C1	-	1922/ Interwar	By the end of the 19 th century, there was limited development on this land. Constructed as showrooms, office and shops, the verandah was added in 1923. 2 storey shops, red brick with stuccoed bands. The parapet steps down from the Victoria Street corner, which features a tower element with a flagpole, and the façade is divided into bays with Tuscan Order pilasters. Modern, sliding aluminium-framed windows replaced earlier multi-paned types. Several elaborate stained glass windows (with <i>Art Nouveau</i> style glass with panels and sinuous floral motifs) survive at the north end, though one of the distinctive burnished frame with arched entry (to a pair of shops) also survives at the southern end.
Shops	507-523 Elizabeth St, Melbourne	C1	C1	1884/ Victorian	2 storey shops in two groups of four, separated by pedimented arched way with a cast iron verandah, which have been reinstated, extending across the group. The walls have a grey stuccoed finish with tooled lines. To the first floor, the pairs of windows are set in recessed arches with a keystone and are separated by pilasters with Tuscan Order capitals. The pilasters flanking each shop extend to the simple entablature with brackets and there are orbs to the parapet. At ground level, the metal-framed shopfronts with a brass/burnished finish (the manufacturer's name is difficult to determine) are largely intact with recessed entries, and stained glass and leadlight in a lozenge and diamond pattern above (two types are evident). Some also have a band with rectangles and a central panel (south end). Designed by William Salway and built by Kinnaird & McMullen for about £7000. The shop at the southern corner with a timber shop front was originally a post office.
Meat Hall	525 Elizabeth Street, Melbourne	A1	A1	1869 (façade 1884)/ Victorian	A large, double height building. Initially setback with a plainer façade treatment (similar to the extension at the western end, Queen St), constructed by P. Cunningham for about £3,800. The extant façade was added by William Salway in 1884. These works were undertaken by Kinnaird & McMullen for about £3300. The stuccoed façade has paired Giant Order pilasters on tall pedestals, arched thermal windows, and recessed sections, some with doorways. The pediment has smaller pilasters, a central raked section with tympanum (concealing the lantern), bottled balustrading and orbs. The bas-relief in the tympanum features various animals and was the work of sculptor, John Simpson McKennel. Sections of the original bi-chrome treatment and

Name	Address	Proposed Grading	Previous Grading	Date/Period	Description
Warehouse	126-130 Franklin Street, Melbourne	D3	D3	19 th century/ Victorian	arcading to the side walls are visible. A small goods section was added to the west end (Queen Street) in 1906, however the current western extension dates to the 1980s. It has a wider façade than at the east end because of the differing relationship to the street. There were initially five doorways with timber doors to the façade, the outer two of which have been infilled.
Former Gordon & Gotch warehouse (Concord House)	132-140 Franklin Street, Melbourne	D3	D3	1898/ Victorian	Designed by architects F. Crook & N. Bamet and constructed by Clements Langford. The additional storey was probably added in 1968. The originally single storey warehouse has a rock-faced basalt plinth with red brick walls, now painted. There are six bays, four with pairs of windows. Bullnose bricks have been used extensively to the openings and the panels below the windows, and the basement windows have been blocked up.
Warehouses	160-176 and 180-196 Franklin Street, Melbourne	C2	C3	1930/ Interwar	Two groups of single storey warehouses, which have a panelled parapet with curved profile to the main façade (south) and a rectangular parapet to the secondary façade (north). Originally there were four windows to the gable roof to the north elevation, above the verandah, but these have been filled in/boarded over. Plasters are also barely visible above the broad canopies with panelled edges. The upper part of the walls has a stucco finish and the lower part is of red brick. The south elevation typically has large, central, paired timber doors with a flanking, multi-paned window either side, many of which have sheeting or bars over. There had been another row of similar warehouses to the north.
Sheds A-E	Peel Street, Melbourne	A1	A1	1878, 1905 (west part A-C), 1922 (east part D-E)	The first stage was constructed by James Thurgood of Hotham. They have been extended in several stages. Shed C, which was initially slightly shorter, was extended to Peel Street by 1894. All sheds were extended to Queen Street in 1903, sheds A + B were extended to Peel Street in 1905, and sheds D to F were extended to Peel Street in 1922. The extensions at the west end (Peel St) are demarcated by wider overhangs. Plain gable ends are clad with timber boards to the sheds, alternating with a more decorative timber pediment. A verandah extends in front with cast iron columns with a plain shaft and a decorative fringe in front of a metal fascia. The roof is steel-framed and has a cantilever with bracket and a bracing frieze extends between the capitals.

Name	Address	Proposed Grading	Previous Grading	Date/Period	Description
Shed F	Peel Street, Melbourne	A1	It seems that this was not previously graded.	Wall 1878 & sheds	<p>Due to the slope of the site, the roof is configured in stepped sections with steel trusses and clad in corrugated metal sheeting with some translucent panels. There are curved brackets to the outer edges. The large timber posts generally have a pyramidal basalt pad footing, though these are often largely obscured by asphalt paving, and a curvilinear capital/bracket in between the beams that extend along the length of the sheds, all with chamfered edges.</p> <p>The wall formed part of the boundary of the Old Melbourne Cemetery.</p> <p>Thomas Walker was engaged in 1877 to construct the attached shed for £2,197. The shed was initially open and individual stalls may have been introduced circa 1890, by which time it was being used for dairy products.</p> <p>It was extended to Peel Street (red brick section) in 1922.</p> <p>The eastern two-thirds have bi-chrome (brown and cream) brick walls with blind, segmental arches on the south side and the shops on the north side.</p>
Shed H-I	Queen Street, Melbourne	A1	A1	1878	<p>Similar to Sheds A to E, although shed H appears to be the most intact (or possibly earlier). Initially longer, they were truncated during the 1920s to allow for the introduction of the Dairy Produce Hall. There had been a third shed adjacent to the meat hall, shed G, which was built 1904/5 (probably transferred from the Eastern Market) and demolished 1980-82 to allow for expansion of meat market.</p>
Shed J	Peel Street, Melbourne	D1	Ungraded	1992	<p>This area had been a road way. This structure is clearly identifiable as a recent insertion. It has concrete piers with steel poles, a fully glazed lantern, and a segmental arch canopy at either end.</p>
Sheds K + L	Peel Street, Melbourne	A1	A1	1923/ Interwar	<p>These two sheds have a basilica-like configuration of three gable roofs, consisting of a larger central gable with lantern sections, and smaller, outer gables. The timber-framed walls of the clerestory of the main gable, and those of the central lantern with arched roof, have multi-paned windows alternating with louvered sections. There are steel supports to these sheds and a central arched entry at either end.</p>
Shed M	Peel Street, Melbourne	C1	A1	1936	<p>Built in 1936 for pea and bean merchants. A concrete floor about 30cm thick was installed to keep produce dry. It is one of three sheds of similar length that was constructed at this stage, however the other two, which were wider, have since been demolished (sheds N + O).</p> <p>This shed is narrower, more modest, steel-framed structure than the nearby sheds. Enclosed sections at either end have full-height roller-doors and currently there are several container-pods installed in the intermediate area.</p>

Name	Address	Proposed Grading	Previous Grading	Date/Period	Description
Shop	422 Queen Street, Melbourne	C2	C	1964/Post war	2 storey, distinctive design with bands of canted windows to the first floor.
Warehouse	432-438 Queen Street, Melbourne	C2	C-	c1915/ Federation	2 storey, stuccoed pediment, flanked by simple piers, metal-framed windows to first floor. Non-original verandah with lacework and fluted columns added since 1985
Shop	440-446 Queen Street, Melbourne	D2	-	1955/Post war	2 storey, first floor windows obscured.
Shop	450 Queen Street, Melbourne	D2	-	1932(?)/ Interwar	Single storey, altered in 1932, but may partly date to an earlier period. Brick walls, now painted. It has a broad parapet with an upper soldier course in a dogtooth format. Wide cantilevered canopy. Modern aluminium-framed openings.
Shops (part of Mumro's Corner)	452-54 Queen Street, Melbourne	C2	C-	1935/ Interwar	Single storey with wider southern shop and narrower, northern garage. Face, clinker brick with, soldier coursing to plinth and upper part of parapet. Pilasters have stucco finish and band above window, scalloped to upper and lower margins.
Mumro's Corner	456-60 Queen Street, Melbourne	C2	C-	1935/ Interwar	Two storey, with glazed infill section at southern end. Similar detailing as nos 452-54 (soldier coursing and stucco band with scalloped margins). Multi-paned windows and French doors to first floor. Variety of opening types to ground floor shops.
Produce Hall	50-60 Therry Street, Melbourne	B2	C	1928/ Interwar	An eclectic building with the upper level possessing principal characteristics of Georgian Revival style design in the vein of Sir John Soane. It is red brick with a prominent cornice and has three large arched windows to the central bay, flanked by a small rectangular window to each recessed, side bay. The multi-paned, metal-framed windows have moulded, stucco aedicules. The sawtooth roof however has timber-framed windows. Detailing below is more representative of the Art Deco style, including the awning with original metal sheeting, and the façade, which is clad with speckled tiles, including plinth and those to the entries. The original bumished shop fronts (Federal brand) survive with decorative glass (leadlight in geometric design). Internally, many original elements also survive.
Substation	70-74 Therry Street, Melbourne	C2	C	1928/ Interwar	The red brick building has a similar façade treatment as the upper part of the adjacent Produce Hall, with a cornice and series of stuccoed, blind arched niches. It has been extended to the west end without the same detailing.
Shops	97-141 Therry Street, Melbourne	C2	C2	Interwar	Extensive repair works were undertaken following a fire in 1945. There are 2 sections, nos 97-135 & 137-141. Both parts are two storey red brick. The main section has stucco parapet and multi-

Name	Address	Proposed Grading	Previous Grading	Date/Period	Description
Shops	65-81 Victoria Street, Melbourne	A1	B2	1889/ Victorian	<p>paned windows, though in varying rhythms and many covered by roller shutters. The smaller western end has steel-framed windows, some with hoppers and a wide entry with double doors. The shop fronts generally have textured bricks and timber-framed windows and may date to the mid-1940s.</p> <p>Designed by the City Surveyor's department, these were built by R. C. Brocon. They have slate clad roofs, chimneys and timber brackets to the chamfered corner at the western end. There is bi-chrome brickwork to the first floor, with cream bricks employed to the cornice, frieze and string mouldings. The ground floor façade has a stucco finish and consists of shop fronts and doorways to the first floor. The shop fronts have arched windows to the upper part and several decorative features including capitals, leafs to spandrels and a guilloche pattern to the lintel. Some early painted signage also survives. The façade has been improved by the removal of paint to the first floor and reinstatement of the cast iron verandahs.</p>
Shops (21)	83-129 Victoria Street, Melbourne	A1	A1	1889-90/ Victorian	<p>Designed by the City Surveyor's department, these were built in two stages: east part (12 shops) by R. Vincent (1889) and western part (9 shops) by J. R. Allen (1890). They are single-storey with slate clad roofs, partly concealed by the distinctive parapet with circles. The walls are bi-chrome brick with cream brick employed to the cornices and some stuccoed elements (capitals and brackets). Remnants of black pointing are evident to the shaft of the pilasters. The shops have central recessed entries with French doors and a guilloche pattern to the lintel. Original shop fronts have arched window frames with capitals and decorative brackets to the spandrels (possibly cast iron). The shops are distinguished by both front and rear entries and the verandahs have been replaced.</p>
Shops	133-159 Victoria Street	C1	C1	1923/ Interwar	<p>The detailing of this group at the corner of Peel Street differs from the adjacent shops along Victoria Street, including verandahs which were constructed later. The plain parapet has a stucco finish and the rectangular windows have smaller panes to the upper part and a stucco lintel above which extends across the façade.</p>



Melbourne CBD North Edge Traffic Study

April 2015 Review



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1. EXECUTIVE SUMMARY

1.1. THE 2011 STUDY

This study provides an update to the “*Melbourne CBD North Edge Traffic Study*” prepared by the City of Melbourne 4 years ago, in April 2011 (the “April 2011 Study”). It specifically sets out to understand and quantify the extent of any traffic flow changes that have occurred since April 2011 and to establish whether the findings and conclusions drawn in the April 2011 study are still valid.

Council undertook the April 2011 study in response to the intensification of development in the northern part of the CBD, as well as the anticipated major redevelopment forecast to occur to the immediate north and north/west of the CBD and in Docklands – in the area now known as the City North precinct. Subsequent to the April 2011 study, the City North Structure Plan prepared in 2012 identified the precinct as an urban renewal area that will accommodate significantly more residents and employment growth over the next 30 years. The Structure Plan provides a long term vision to guide the renewal of the area and fulfill the precinct’s potential as an extension of the central city.

The April 2011 study examined the traffic situation in the “Northern Edge” of the CBD and proposed a new framework for managing traffic flows in the CBD’s north. This framework capitalised on the opportunity to achieve a better balance in traffic flows and address the historic inconsistent amenity provided for vulnerable road users.

Within this context, Council’s desire, in 2011, was to focus on the transport function of three key east-west routes on the northern edge of the Melbourne CBD, in order to explore opportunities to enhance the amenity for pedestrians and cyclists, while retaining adequate levels of accessibility and mobility by car. The routes under review in the April 2011 study were:

- Victoria Street / Peel Street / Dudley Street
- Franklin Street
- La Trobe Street

The investigation presented in the April 2011 study focused on the potential role that a revised traffic function and/or realignment for Franklin Street could play – in helping to redistribute traffic flows in a more uniform manner across the CBD’s northern edge. The analysis revealed that it was possible to pursue more balanced treatments across all three routes.

More particularly, the April 2011 study found that it was feasible to adopt a uniformly consistent design for each of Franklin Street, La Trobe Street and Victoria Street (west of Elizabeth Street). The study recommended a package of operational arrangements and adoption of similar geometric cross-section for all 3 streets with a defined emphasis to enhance priority for pedestrians and cyclists.

Ultimately, the April 2011 study concluded that the adoption of a more direct alignment for Franklin Street (linking it to Dudley Street through the existing Queen Victoria Market carpark – via a new signalised intersection at Peel Street) would allow the following cross-sectional arrangements to be implemented on each of Victoria Street, Franklin Street and La Trobe Street:

- One mid-block traffic lane in each direction on each road (accompanied by the removal of clearways on La Trobe Street);
- An on-road bicycle lane in each direction on each road;
- Central median on Franklin Street to replace the current centre-of-road parking; and
- Retention of parallel parking on both sides of Franklin Street, as well as existing parking arrangements on Victoria Street and La Trobe Street.

1.2. WHAT HAS HAPPENED SINCE 2011

In the 4 years since completion of the April 2011 study, traffic patterns in the precinct have altered in response to both the ongoing urban redevelopment (that had been predicted for both the northern and north-western parts of the central city and Docklands) as well as a number of recent road projects, including:

- Construction of physically separated bike lanes on La Trobe Street (which has involved implementation of design elements envisaged by the April 2011 study – such as the removal of clearways and reduction in the number of mid-block traffic lanes from two to one in each direction – in most blocks);
- Installation of painted bike lanes on William Street (this has also entailed the removal of clearways and the reduction in the number of mid-block traffic lanes from two to one in each direction); and
- Construction of new tram platform stops on Elizabeth Street and Swanston Street near RMIT (involving localised reductions in the number of traffic lanes at various intersections).

These projects have reduced vehicle traffic capacity on the affected streets, causing some traffic redistribution.

1.3. THE ALTERED TRAFFIC ENVIRONMENT

An essential first step in reviewing the April 2011 study has involved the collection of new traffic volume data on Franklin, La Trobe, Peel and Victoria Streets – necessary to quantify any changes on those streets. The key findings from the new traffic volume survey program (undertaken in March 2015) are summarised below:

- The introduction of the physically separated bike lanes on La Trobe Street (in 2013) has already reduced this route to one mid-block traffic lane in each direction (as envisaged in the April 2011 study) and caused daily traffic flows along La Trobe Street to reduce by approximately 23% from 24,000 to approximately 18,500 vehicles per average weekday (at Elizabeth Street). This represents a reduction of 5,500 vehicles per day travelling along La Trobe Street.
- Some of the La Trobe Street traffic may have redistributed to Franklin Street, which has experienced an 11% increase in daily traffic volumes (a rise of approximately 1,100 vehicles per day) since the April 2011 study. This 1,100 rise in traffic volume on Franklin Street is nonetheless significantly lower than the recorded 5,500 fall in the daily traffic volume on La Trobe Street.
- Interestingly, the recent traffic surveys also indicate that daily traffic volumes on Peel Street, between Victoria and Dudley Streets, have also dropped by approximately 8% (a reduction of approximately 3,000 vehicles per day).
- Finally, peak hour traffic counts on Victoria Street (west of Elizabeth Street) suggest that traffic volumes have not changed significantly since 2011. Thus, with virtually identical traffic volumes on Victoria Street and a small traffic volume reduction on Peel Street, it can be confidently concluded that traffic using the northern-most route (Victoria/Peel/ Dudley) for east-west travel has likely remained steady or, possibly, marginally decreased since 2011, despite the significant reduction of traffic using La Trobe Street since the separated bike lanes were installed – which has only partially rerouted to Franklin Street.

1.4. WHAT HAS BEEN FOUND

On the basis of the March 2015 traffic counts, it is evident that the overall volume of traffic using the east-west streets on the northern edge of the central city has reduced. On this basis alone, the broad conclusions drawn in the April 2011 Study are considered valid for 2015 – simply by virtue of the fact that the collective total traffic load on the three east-west routes under consideration has decreased markedly between 2011 and 2015. Importantly, whilst traffic volumes on La Trobe Street have reduced significantly (as a result of the reduction in traffic capacity associated with the installation of bike lanes in 2013) there is little evidence to suggest that this traffic has redistributed to other nearby east-west routes, other than a modest increase in daily traffic volume on Franklin Street.

In summary, the various traffic fluctuations recorded on La Trobe, Peel and Franklin Streets, would indicate that there has already been a partial re-balancing of traffic flows towards Franklin Street (despite the fact that the re-alignment of this route has not occurred to date). The redistribution that has occurred is thus primarily the result of the implementation of new separated bike lanes on La Trobe Street which have likely reduced the attractiveness of this route for some traffic.

The overall net reduction in east-west traffic flows in the northern part of the CBD is consistent with historic traffic data collected across the central area as a whole – which indicates sustained pattern of gradual and consistent reduction in weekday traffic volumes entering the CBD. This pattern has now been evident for at least a decade – and has occurred despite the ongoing development in the central area and the documented increase in the total number of visitors to central Melbourne. It can be concluded that the travel demand associated with much of the increased activity levels in central Melbourne is not being satisfied by the reduced traffic volumes being recorded and is thus likely being addressed to a mode shift to more sustainable transport options (such as walking, cycling and public transport). In fact, there is evidence of reduced reliance on private vehicle access to the central area and greater use of public transport and sustainable transport modes – captured across multiple dimensions, including:

- AM peak hour bike volumes on La Trobe Street between Swanston and Russell Streets have increased by 118% (more than doubled) since the bike lanes were installed in 2013 (an increase of approximately 225 two-way bikes per hour). PM peak hour bike volumes in this same location have more than tripled since the bike lanes were installed.
- Total bike volumes entering the central city precinct during the morning peak period (7-10am) have increased by 57% since 2011 (up from 7,335 in 2011 to 11,519 in 2015 – measured at a number of Council's permanent monitoring stations).
- The total daily traffic volume entering the CBD (as measured at a cordon of 22 sites on the central city perimeter) has reduced by approximately 12,000 vehicles per day (5% decrease) between February 2012 and February 2015.
- Total metropolitan public transport patronage has increased by 1.8% per annum (from 2008/09 to 2012/13). The increase represents approximately 38 million additional public transport boardings across the metropolitan network per annum.

1.5. THE 2015 STUDY CONCLUSIONS

In considering the relevance of the 2011 recommendations for Victoria Street, Franklin Street and La Trobe Street, this 2015 study has taken into account the altered traffic conditions in the northern part of the central city. The recorded reduction in access by car (and the strong and continued increase in the use of public transport and sustainable transport modes) supports retention of the 2011 vision for the creation of improved pedestrian and cyclist access on key streets in this area – to deliver enhanced amenity across the entire precinct. The suitability of the 2011 recommendations is thus confirmed in this 2015 analysis. In particular, this report concludes that the adoption of a more direct alignment for Franklin Street (linking it to Dudley Street through the existing Queen Victoria Market carpark via new signalised intersections at Peel Street and Queen Street) will allow the following cross-sectional arrangements to be implemented on Victoria Street and Franklin Street:

- One mid-block traffic lane on each road;
- On-road bicycle lane in each direction on each road;
- Potential for widened footpaths;
- Central median on Franklin Street to replace the current centre-of-road parking; and
- Retention of parallel parking on both sides of the road.

These same principles have already largely been delivered on La Trobe Street, since 2011.

2. INTRODUCTION

2.1. STUDY PURPOSE

This April 2015 study sets out to understand and quantify the extent of any changes that have occurred (since April 2011) in the traffic volumes using Franklin Street, La Trobe Street and the Victoria/Peel/Dudley Streets route. On the basis of the latest intelligence collected through traffic surveys in 2015, this study advises whether the original findings and conclusions drawn in the April 2011 study – in terms of traffic management and street design options – are still valid.

The April 2011 study specifically examined the likely consequences of reconfiguring and re-aligning Franklin Street to provide a more direct and functional east-west route servicing the Queen Victoria Market precinct. The 2011 study also concluded what impacts would arise on parallel east-west routes to the immediate north (Victoria Street) and south (La Trobe Street).

The 2011 study concluded that a re-alignment of Franklin Street (to provide a more direct and continuous link to Dudley Street, between Queen and Peel Streets) would likely cause in a redistribution of traffic towards Franklin Street and provide a better overall balance of traffic flows on the three east-west routes of La Trobe Street, Franklin Street and Victoria Street. Furthermore, the 2011 study concluded that the resultant traffic volumes on these three routes would likely allow the establishment of bicycle lanes, improved pedestrian amenity and reduction to one traffic lane in each direction on each street.

2.2. TRAFFIC BACKGROUND

The prevailing weekday daily traffic volume scenario in 2011 is summarised in Figure 1. It is evident that in 2011 there was a marked ‘imbalance’ in traffic volumes across the various east/west streets – with Franklin Street carrying less than 10,000 vehicles per day, whilst parallel east-west routes to the north and south carried over twice that daily traffic volume.



Figure 1: 2011 Study – Daily Traffic Volume Summary (average weekday)

3. EXISTING CONDITIONS

3.1. ROUTE OVERVIEW

The existing alignment of Franklin Street and the alternate east-west routes (Franklin Street, Victoria Street and La Trobe Street) are shown in Figure 3 over the page.

3.2. ROADWAY CONFIGURATIONS

Franklin Street

Franklin Street typically features parallel kerbside parking, two mid-block traffic lanes in each direction and 90 degree centre-of-road parking. Short left turn traffic lanes are generally provided on the approach to intersections creating an intersection capacity of three 'stand-up' lanes. No bicycle lane facilities are currently provided on Franklin Street. Photographs of the typical roadway configuration of Franklin Street are presented in Figure 2.



Figure 2: Franklin Street – Examples of Roadway Configuration

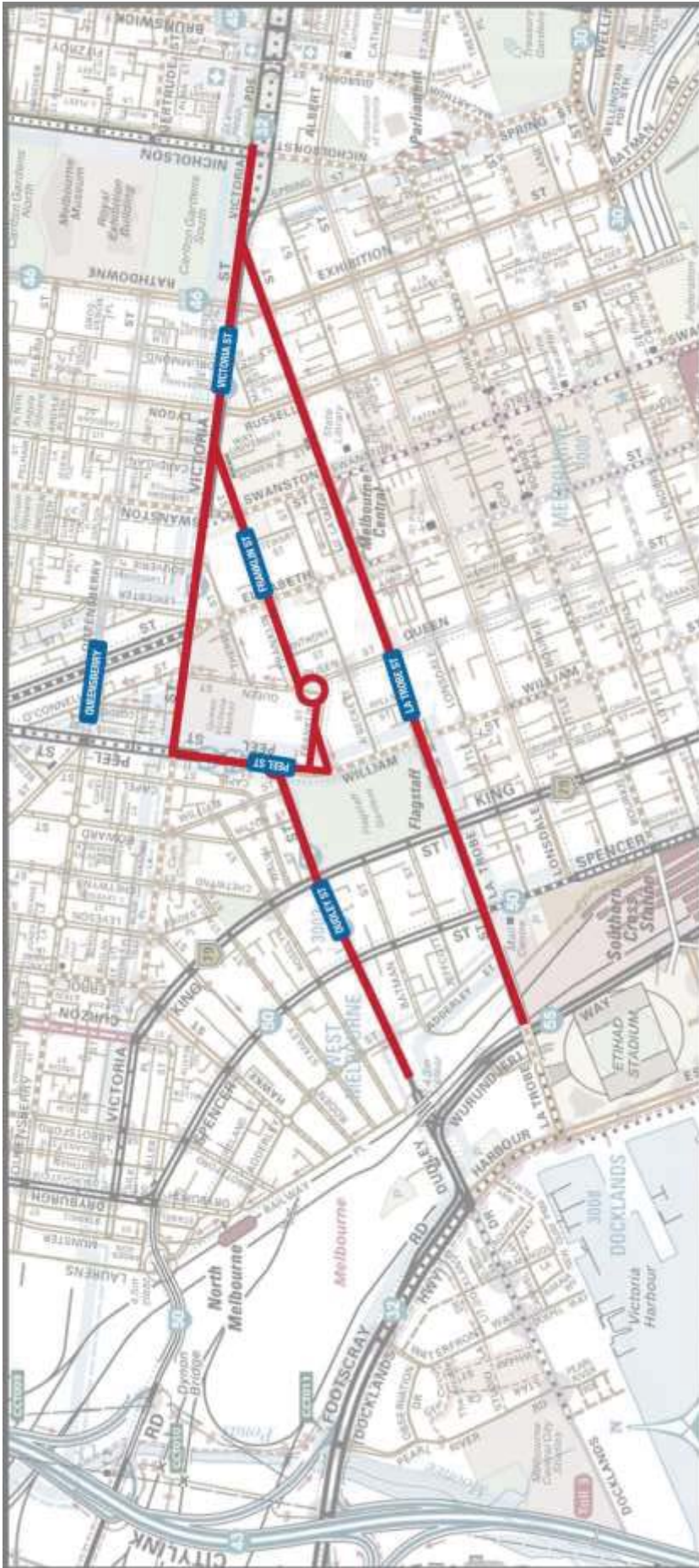


Figure 3: Existing Roadway Alignments

La Trobe Street

Physically separated kerbside bike lanes were constructed on La Trobe Street in 2013. This included the removal of the peak period *clearways* which previously operated on La Trobe Street.

Most sections of La Trobe Street now feature only a single mid-block traffic lane and two stand-up traffic lanes on the approach to intersections. However, in order to accommodate peak traffic demands at identified “squeeze points”, two mid-block traffic lanes have been maintained for an entire block at the following locations.

- Westbound: From William Street to King Street
- Eastbound: From Exhibition Street to Victoria Street

Some additional “No Stopping” areas are also provided on the eastbound approaches to Russell Street and Exhibition Street – to boost capacity.

Photographs of the various roadway configurations on La Trobe Street are presented in **Figure 4**.



Figure 4: La Trobe Street – Examples of Roadway Configuration



Figure 4 (continued): La Trobe Street – Examples of Roadway Configuration

Victoria Street

The section of Victoria Street immediately adjacent to the Queen Victoria Market, between Elizabeth and Peel Streets provides two mid-block traffic lanes in the eastbound direction and parallel kerbside parking. The westbound carriageway initially provides two clearly defined traffic lanes and kerbside parallel parking on the departure side of Elizabeth Street, but then narrows to a single wide traffic lane adjacent to kerbside parallel parking before transitioning back to two traffic lanes on the approach to Peel Street. No bike lanes are provided in either direction in this section of Victoria Street.

To the west of Peel Street, the street features formal bike lanes in the form of a linemarked *double-chevron* separated bike lane design. The cross-section also features one mid-block traffic lane and kerbside parallel parking in each direction. Two stand-up traffic lanes are provided at most intersections.

To the east of Elizabeth Street, Victoria Street provides an arterial function, reflected by its geometry where the traffic capacity increases to generally feature three mid-block lanes during peak periods (through the operation of clearways) and up to four stand-up lanes at intersections. No bike lanes are provided on this arterial section of Victoria Street.

Photographs of the various roadway configurations on Victoria Street are presented in **Figure 5**.



Figure 5: Victoria Street – Examples of Roadway Configuration

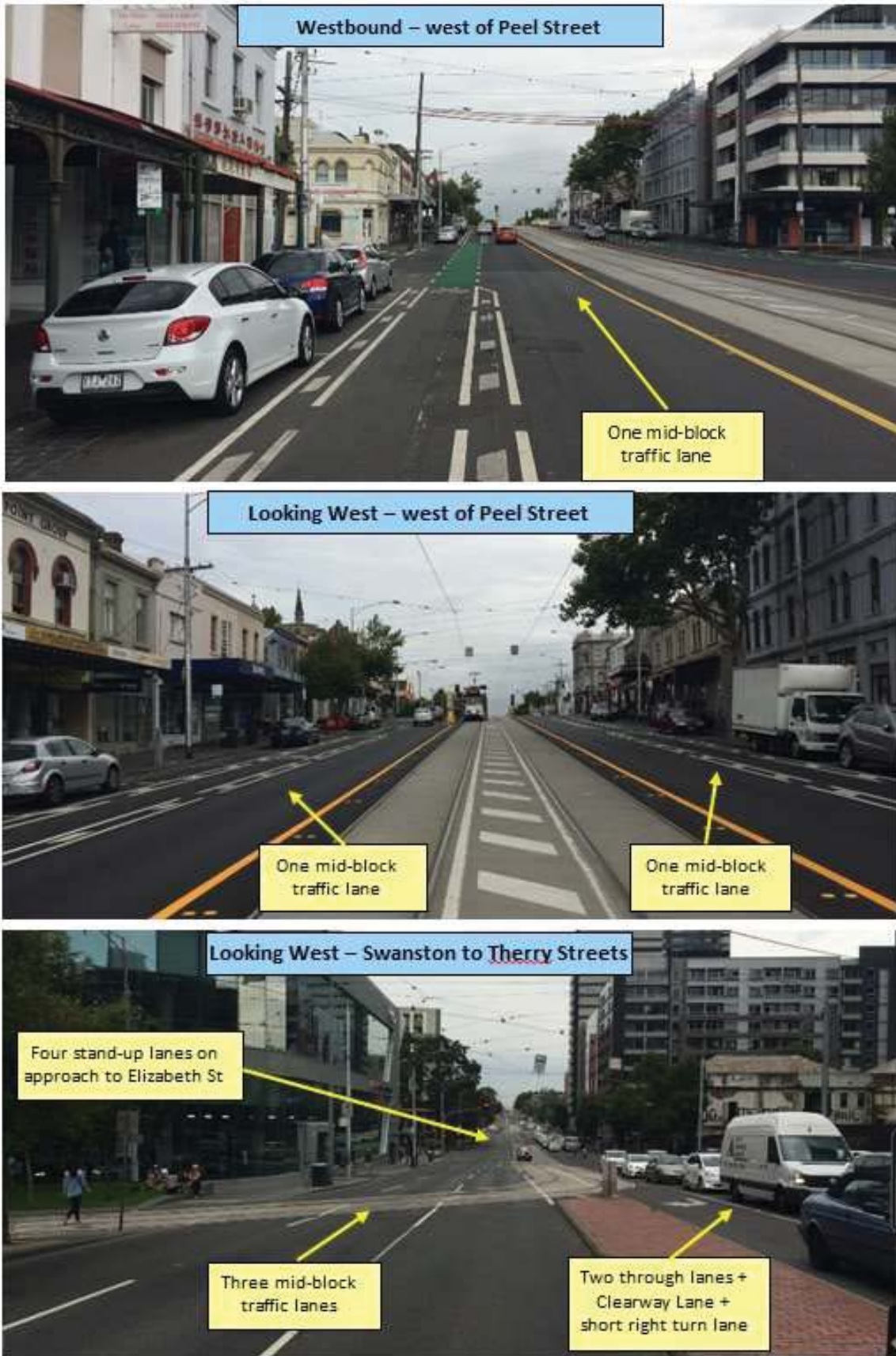


Figure 5 (continued): Victoria Street – Examples of Roadway Configuration

4. EXISTING TRAFFIC PATTERNS

4.1. 2015 TRAFFIC VOLUMES

New traffic surveys were undertaken in 2015 (comprising a mix of 7-day 'automatic tube' traffic counts, counts obtained from signal sensors – known as SCATS counts – and manual counts). The new counts were undertaken in March 2015 at the following locations:

- Peel Street (between Victoria and Dudley Streets);
- Victoria Street (between Peel and Elizabeth Streets);
- Franklin Street (between Queen and Elizabeth Streets); and
- La Trobe Street (between Queen and Elizabeth Streets).

Historic traffic counts were also obtained from Council database sources for other locations, including Dudley Street and Lonsdale Street.

Overall, the analysis of the new 2015 traffic counts has revealed that since 2011:

- The introduction of the physically separated bike lanes on La Trobe Street (in 2013) has caused daily traffic flows to reduce by approximately 23% from 24,000 to approximately 18,500 vehicles per average weekday (measured as two-way flow in La Trobe Street at Elizabeth Street) between 2011 and 2015. This represents a reduction of 5,500 vehicles per day travelling along La Trobe Street.
- Franklin Street has experienced an 11% increase in daily traffic volumes (a rise of approximately 1,100 vehicles per day) since the April 2011 study. This 1,100 rise in traffic volume on Franklin Street is nonetheless significantly lower than the recorded 5,500 fall in the daily traffic volume on La Trobe Street.
- Daily traffic volumes on Peel Street, between Victoria and Dudley Streets, have also dropped by approximately 8% (a reduction of approximately 3,000 vehicles per day).
- Finally, peak period traffic counts on Victoria Street (west of Elizabeth Street – measured over intervals of 2 hours duration – between 7.30-9.30am and 4.30-6.30pm) have shown that traffic volumes have not changed significantly since 2011. The same daily traffic volume has therefore been adopted for 2015 on Victoria Street as per the 2011 volume.

The 2015 two-way total traffic volumes at each location are presented in greater detail for the following periods:

- a) 24 hour period (**Figure 6**)
- b) AM Peak Hour 8.00-9.00am (**Figure 7**)
- c) PM Peak Hour 5.00-6.00pm (**Figure 8**)

Directional two-way traffic volumes at each location are also presented diagrammatically for the peak hour periods as follows – AM Peak Hour (**Figure 9**) and PM Peak Hour (**Figure 10**).

Whilst the combined 2015 traffic volumes on Victoria Street, Franklin Street and La Trobe Street represent a lower overall east-west flow compared with 2011, the traffic volumes are still not evenly balanced amongst the 3 east-west routes. This imbalance can be clearly seen when comparing the daily traffic carried by Victoria Street, Franklin Street and La Trobe Street respectively. More specifically, the figures indicate that the daily traffic volume using Franklin Street is lower than the corresponding traffic using Victoria and La Trobe Streets. Interestingly though, the peak period re-balancing of traffic volumes that has occurred since 2011 is much more evident, with Franklin Street carrying comparable traffic volumes to the other routes during the busiest peak directional periods. Section 4.2 presents a more detailed examination of peak hour traffic patterns in order to determine the extent of any possible additional potential traffic redistribution – arising from the reconstruction of Franklin Street on a new, more direct alignment.

Figure 6: 24 Hour Two-Way Traffic Counts

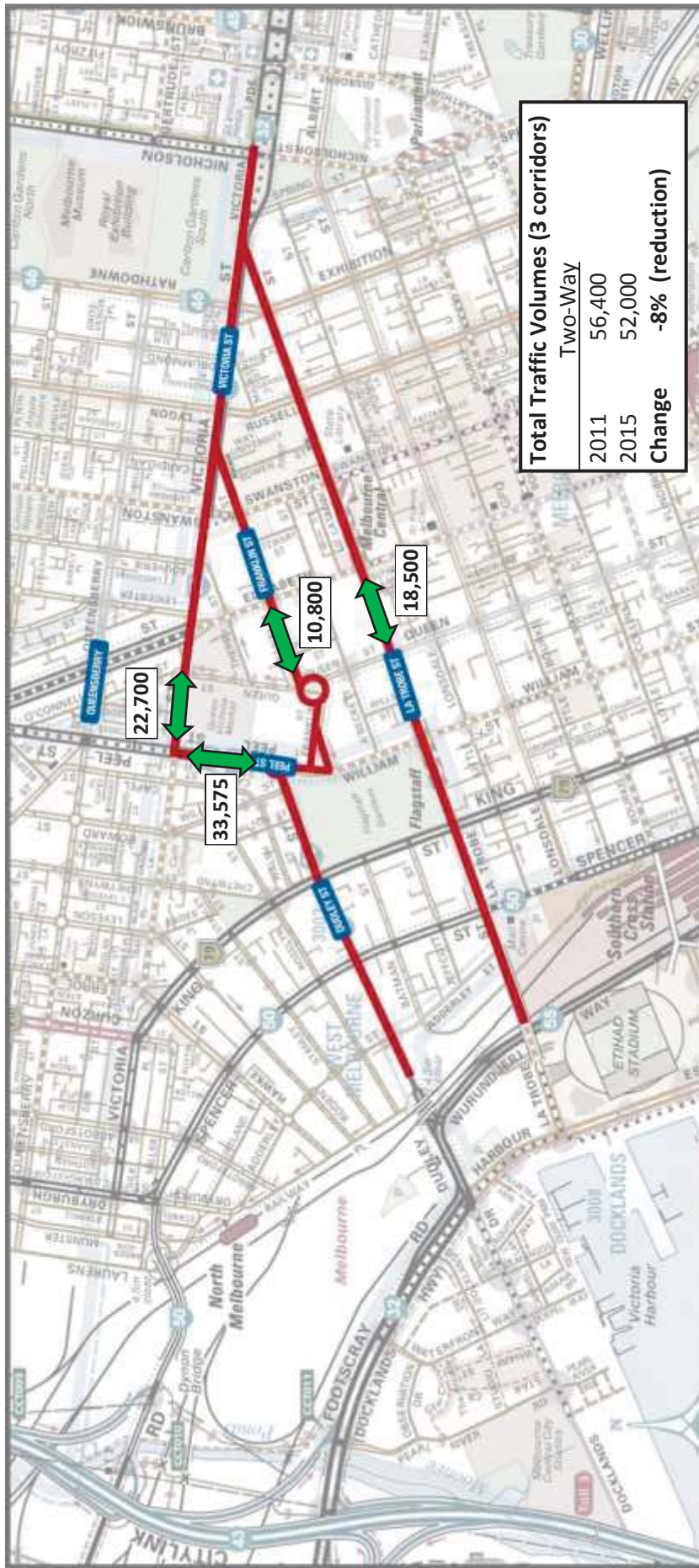


Figure 7: AM Peak Hour (8-9am): Two-Way Traffic Counts

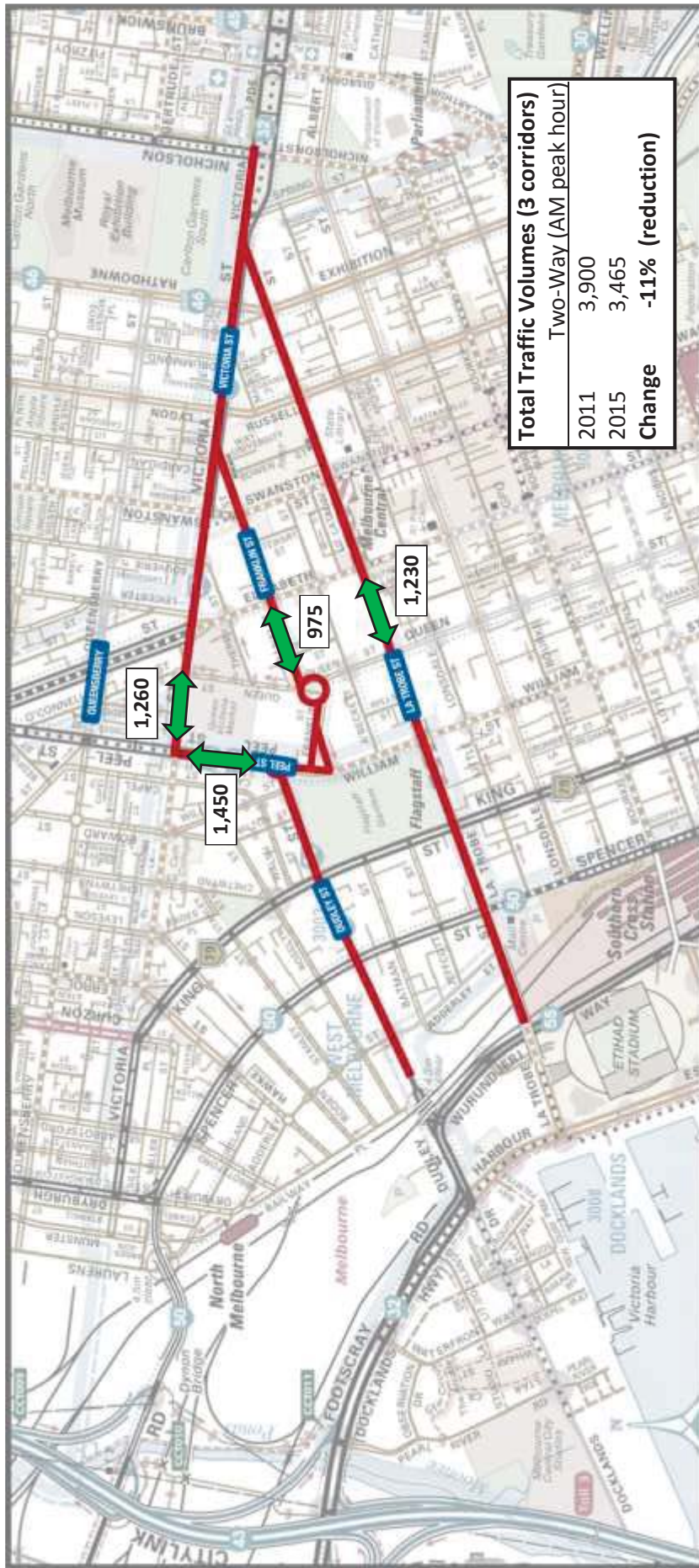


Figure 8: PM Peak Hour (5-6pm): Two-Way Traffic Counts

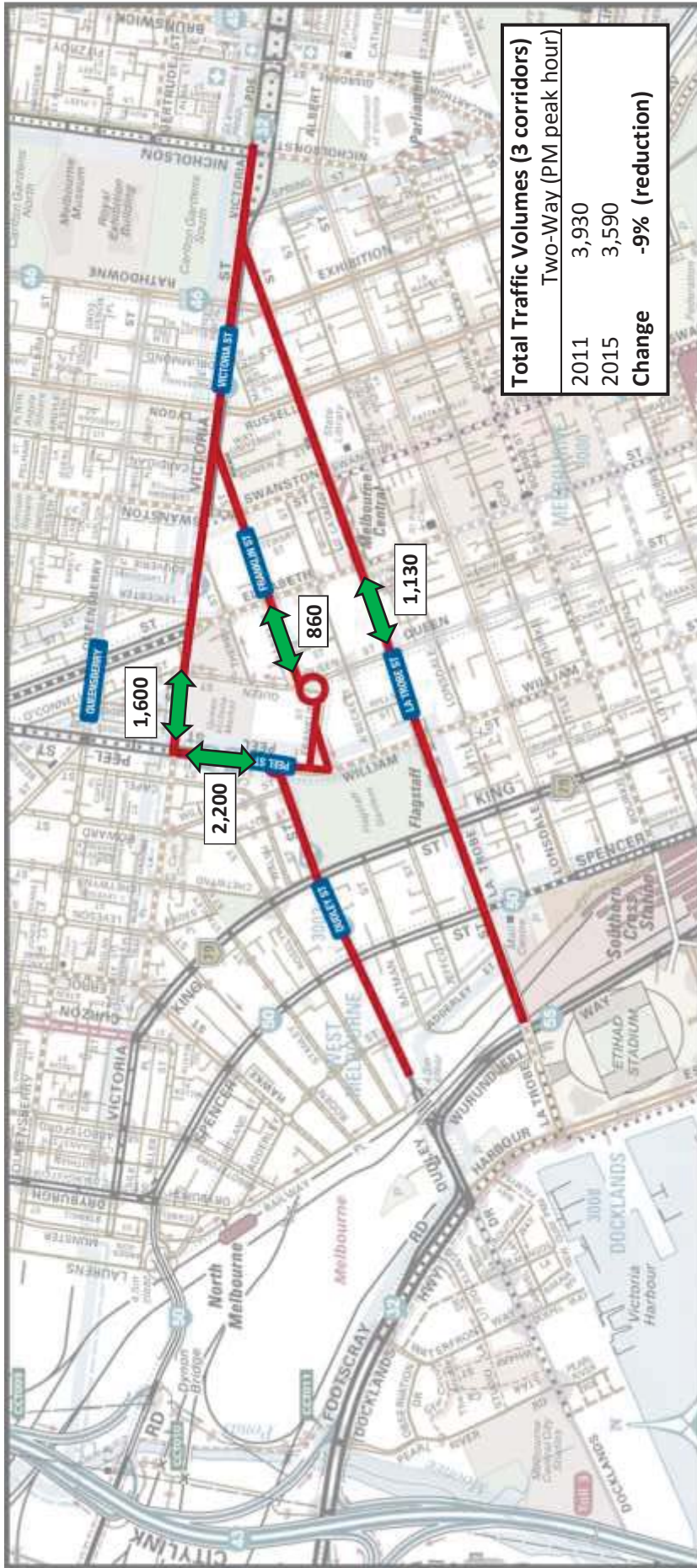


Figure 9: AM Peak Hour (8-9am): Directional Two-Way Traffic Counts

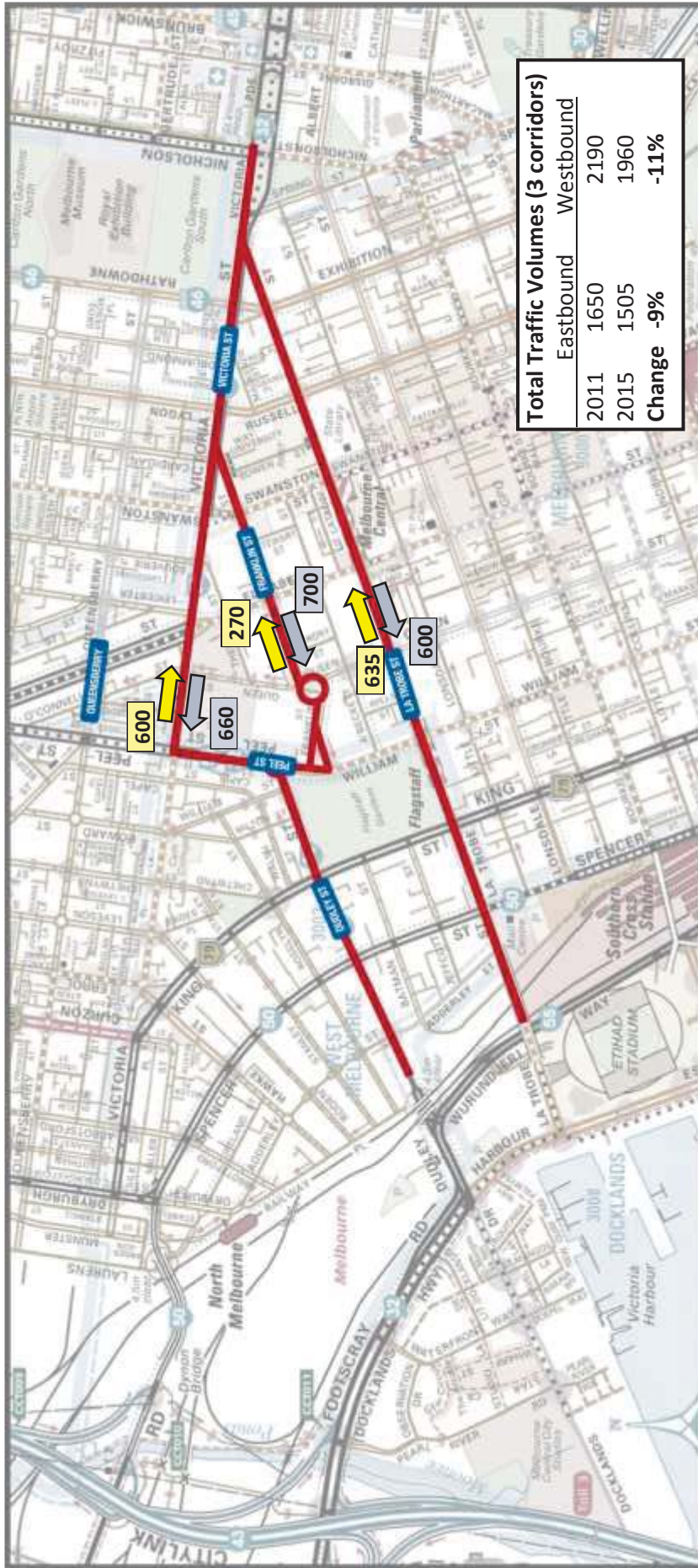
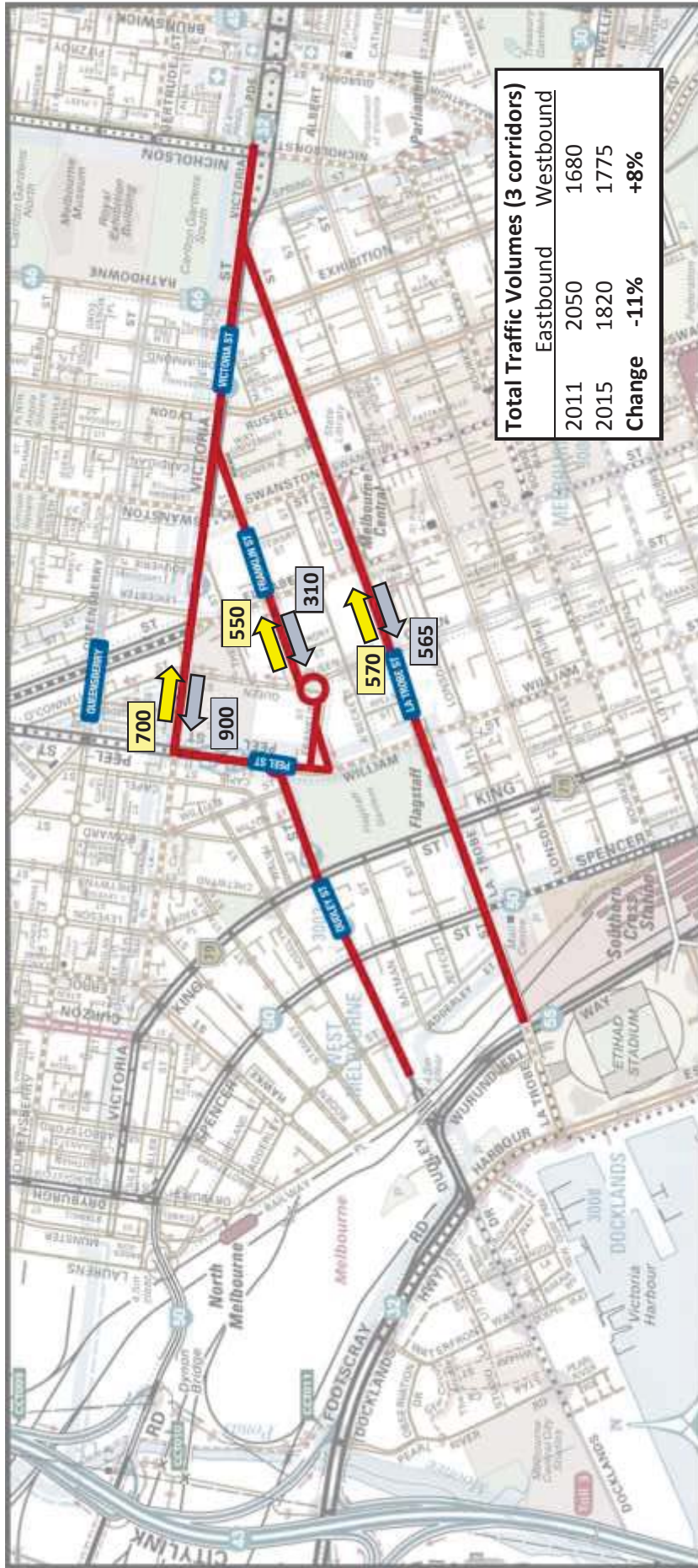


Figure 10: PM Peak Hour (5-6pm): Directional Two-Way Traffic Counts



4.2. PEAK HOUR TRAFFIC PATTERNS

Victoria Street

Origin-destination surveys were undertaken in 2011 to determine the proportion of motorists travelling along the entire length of the Victoria Street-Peel Street-Dudley Street route (from east of Elizabeth Street to west of Peel Street) during the peak hours.

The traffic counts undertaken in 2011 (24 hour northbound and southbound flows on Peel Street, between Dudley and Victoria Streets) were also evaluated in order to determine the peak direction of flow. **Figure 11** shows that the southbound movement is heaviest during the AM peak period and the northbound movement is heaviest during the PM peak period.

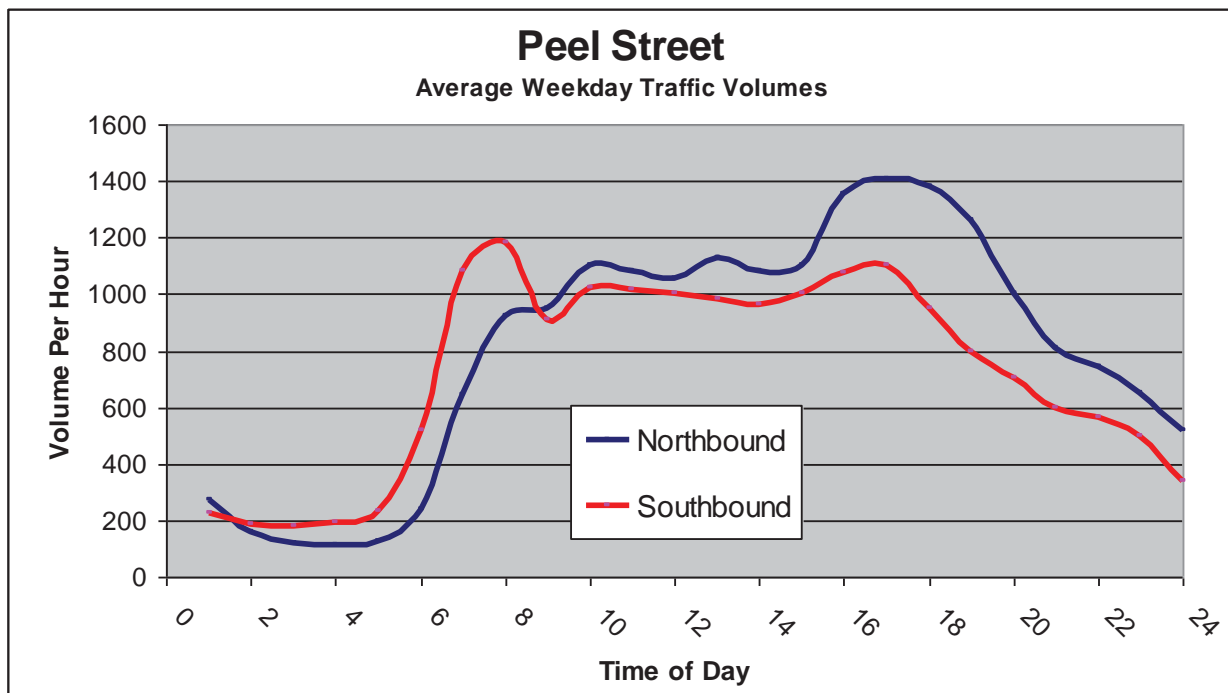


Figure 11: Peel Street (Victoria to Dudley): 2011 Weekday Traffic Volumes

Accordingly, in 2011, the westbound flow of traffic was formally monitored in the AM peak and the eastbound flow in the PM peak (via full sampling of the respective traffic streams and number plate matching) in order to determine the number of vehicles using the route as a 'through' route. The results are presented diagrammatically in **Figure 12** and **Figure 13**. The figures illustrate that a comparatively modest volume of 'through' traffic is currently using this route during the peak hours:

- 160 westbound trips during the AM peak hour (24% of 660 westbound vehicles crossing Elizabeth Street)
- 134 eastbound trips during the PM peak hour (16% of 820 eastbound vehicles on Dudley Street at Peel)

In 2015, a more limited origin-destination sampling of the westbound and eastbound traffic streams was undertaken (over half hourly periods in the respective peak hours and capturing white/silver/grey cars only). The subsequent analysis suggests that the total proportion (and thus volume) of through traffic in both the westbound and eastbound directions is virtually identical in 2015 as was recorded in 2011 in each direction. Therefore, for the purposes of the analysis in this study, the through traffic pattern and volume on Victoria Street will be assumed to be the same in 2015 as it was in 2011.

Figure 12: Victoria – Peel – Dudley: AM Peak Hour: Origin Destination Matches (2011 survey)



Key Statistics:

- 41% of westbound traffic on Victoria Street turns left into Peel Street (270 vehicles per hour)
- 24% of westbound traffic on Victoria Street (660vph) is destined for the arterial route along Peel Street and Dudley Street (160 vehicles per hour)

Figure 13: Dudley – Peel - Victoria: PM Peak Hour: Origin Destination Matches (2011 survey)



Key Statistics:

- 68% of eastbound traffic on Dudley Street turns left into Peel Street at the roundabout (560 vehicles per hour)
- 16% of eastbound traffic on Dudley Street (820vph) is destined for the arterial route along Peel Street and Victoria Street (134 vehicles per hour)

La Trobe Street – Through Traffic

A full new program of origin-destination surveys was undertaken in February 2015 to establish the volume and proportion of through traffic along La Trobe Street, particularly in light of the significant diminution that has occurred in the total traffic volume since 2011. The origin-destination surveys were undertaken in both directions during the AM and PM peak periods.

A summary of peak hour traffic volume entering and exiting the La Trobe Street at Victoria and Spencer Streets respectively and a summary of the volume of “through” traffic travelling along the full length of the street is presented diagrammatically in **Figure 14** and **Figure 15**.

These figures illustrate that the volume of “through” traffic using La Trobe Street, during both the AM and PM peak hours, is comparatively modest.

AM Peak Hour (8-9am)

- Westbound: 50 vehicles per hour (11% of traffic entering at Victoria Street)
- Eastbound: 15 vehicles per hour (7% of traffic entering at Spencer Street)

PM Peak Hour (5-6pm)

- Westbound: 56 vehicles per hour (15% of traffic entering at Victoria Street)
- Eastbound: 24 vehicles per hour (11% of traffic entering at Spencer Street)

Figure 14: La Trobe Street: AM peak hour – Total and “Through” traffic volumes

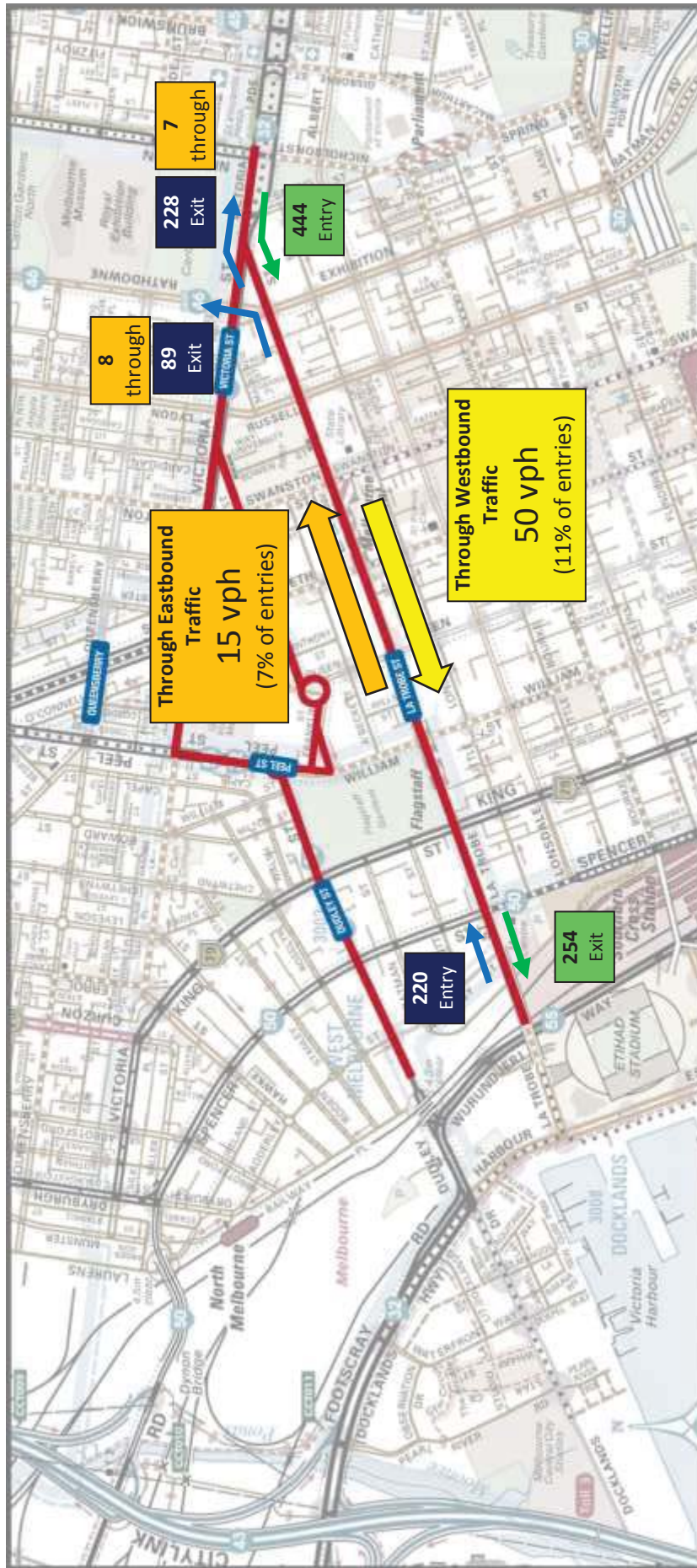
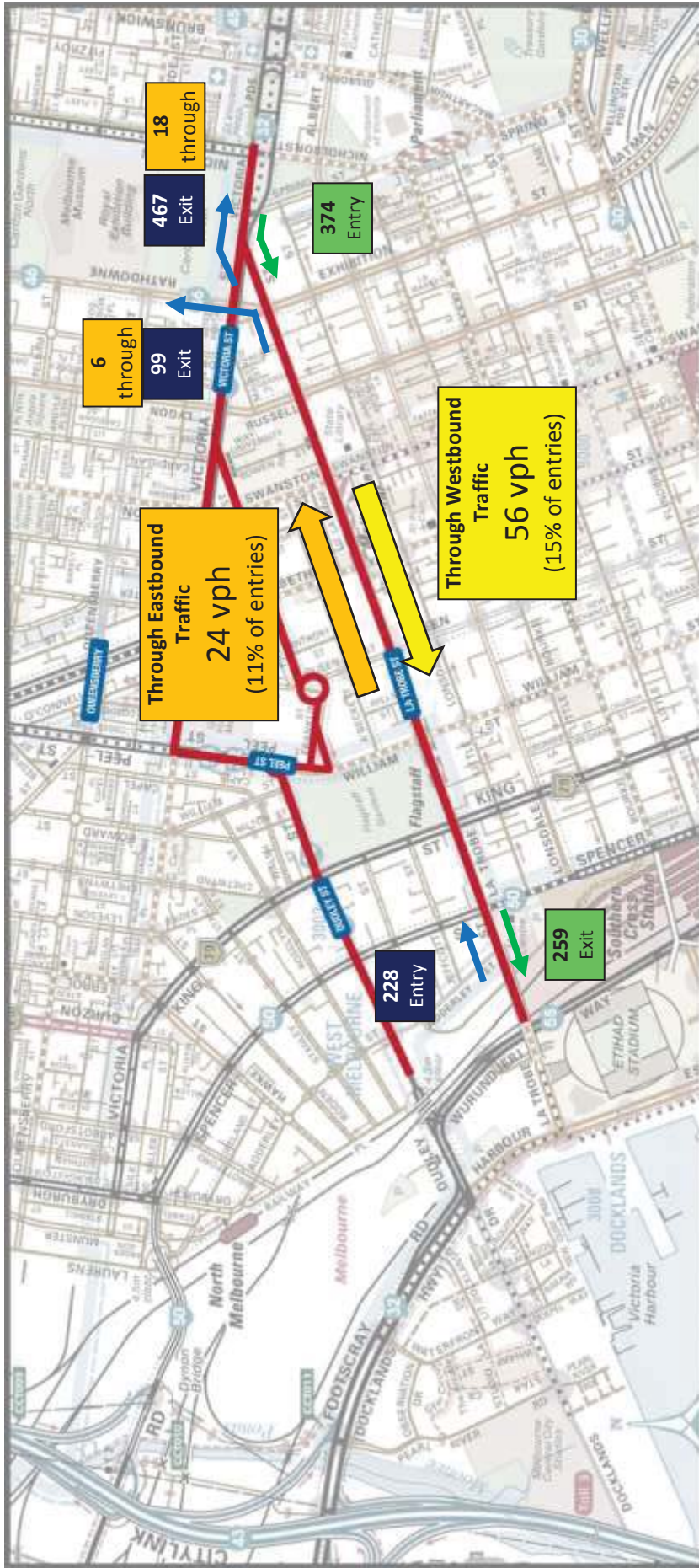


Figure 15: La Trobe Street: PM peak hour – Total and “Through” traffic volumes



Franklin Street – Traffic

A full new program of origin-destination surveys was undertaken in February 2015 to establish the volume and proportion of through traffic along Franklin Street, particularly in light of the small increase in traffic that has occurred in the total traffic volume since 2011. The origin-destination surveys were undertaken in both directions during the AM and PM peak periods.

A summary of peak hour traffic volume entering and exiting Franklin Street at Victoria and Peel Streets respectively and a summary of the volume of “through” traffic travelling along the full length of the street is presented diagrammatically in **Figure 16** and **Figure 17**. These figures illustrate that the volume of “through” traffic using Franklin Street, during both the AM and PM peak hours, is comparatively modest.

AM Peak Hour (8-9am)

- Westbound: 48 vph (8% of traffic entering at Victoria Street)
- Eastbound: 50 vph (7% of traffic entering at Peel Street)

PM Peak Hour (5-6pm)

- Westbound: 28vph (13% of traffic entering at Victoria Street)
- Eastbound: 84 vph (17% of traffic entering at Peel Street)

During the AM peak hour, the movement of interest is the westbound traffic entering the CBD. Interestingly, a significant percentage (around 44%) of this traffic comes from Cardigan Street (instead of Victoria Street). Collectively, most of this traffic is bound for Queen Street (and destinations west thereof) – in all likelihood bound for the many carparks on the western side of the central city. Only 8% of the westbound traffic is considered “through” traffic (as it proceeds to and turns right into Peel Street to ultimately travel either northbound or westbound along Dudley Street).

During the PM peak hour, the movement of most interest is the eastbound traffic exiting the central city. A similar pattern occurs to the AM peak (in reverse) with 66% of eastbound traffic movements exiting Franklin Street destined for Cardigan Street (a local street) rather than Victoria Street (the arterial road). Observations suggest that this traffic pattern occurs due to the limited capacity of the right turn movement into Victoria Street (having to give way to steady southbound traffic flows and pedestrians crossing Victoria Street on the east leg of this intersection). Interestingly, the overall volume of 84 *vehicles per hour* that was regarded to be ‘through’ traffic on Franklin Street (having originated from Peel Street or Dudley Street) represents a significantly higher volume than the corresponding volume of through traffic deemed to be using La Trobe Street to travel eastbound during the PM peak hour (24 *vehicles per hour*). However, the eastbound through traffic volume of 134 *vehicles per hour* using Victoria Street is even greater than Franklin Street. Some of these motorists (currently using the Dudley-Peel-Victoria route) may potentially re-route to use a more continuous and direct Franklin Street route.

In summary, while Franklin Street still carries markedly less daily traffic than either of La Trobe Street or Victoria Street, it carries a greater volume of westbound traffic during the AM peak hour and a comparable volume of eastbound traffic during the PM peak hour. This indicates that there is a degree of attraction for motorists to use Franklin Street during periods when the alternate routes to the north and south are somewhat congested (despite Franklin Street’s current circuitous alignment). Within this context the potential exists for an additional transfer of traffic from Victoria and La Trobe Streets onto Franklin Street – particularly outside of peak hours – if the more direct alignment is constructed.

Figure 16: Franklin Street: AM peak hour – Total and “Through” traffic volumes

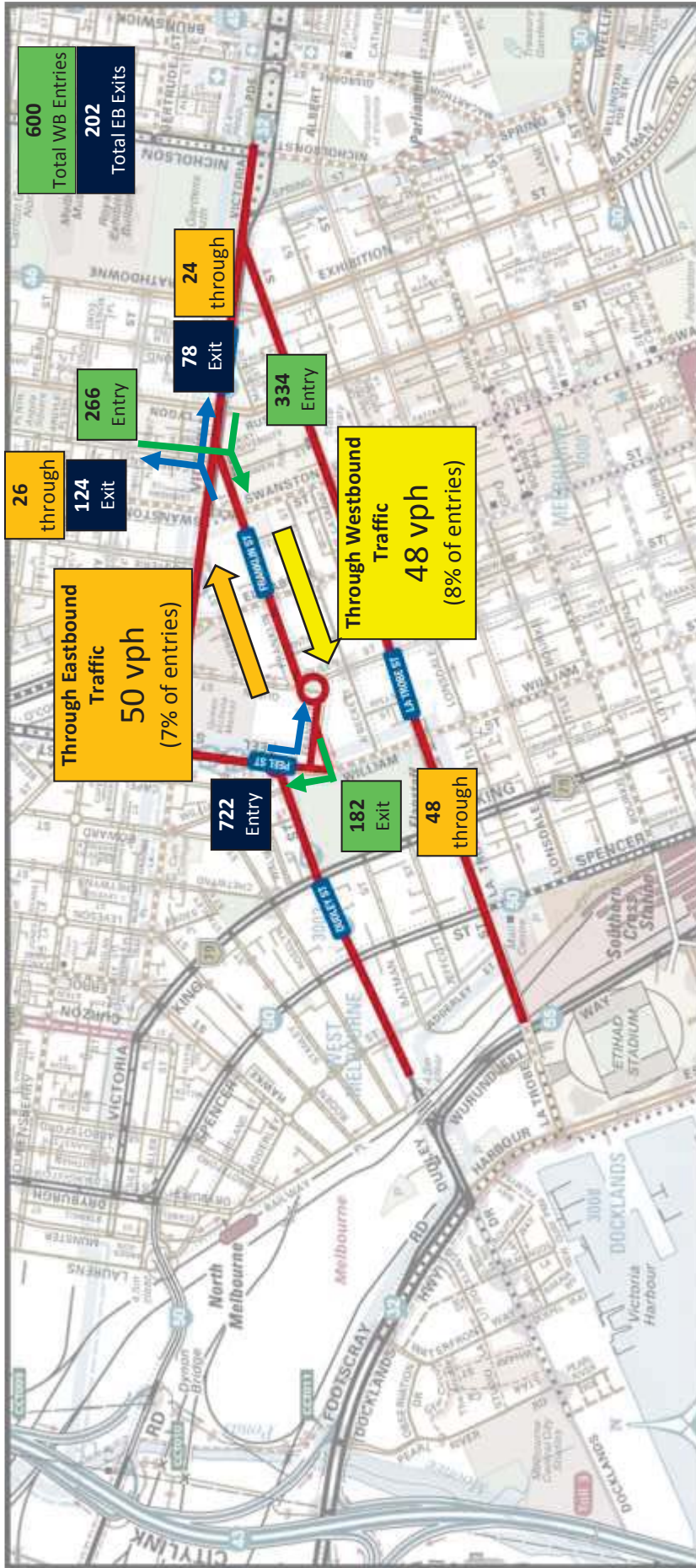
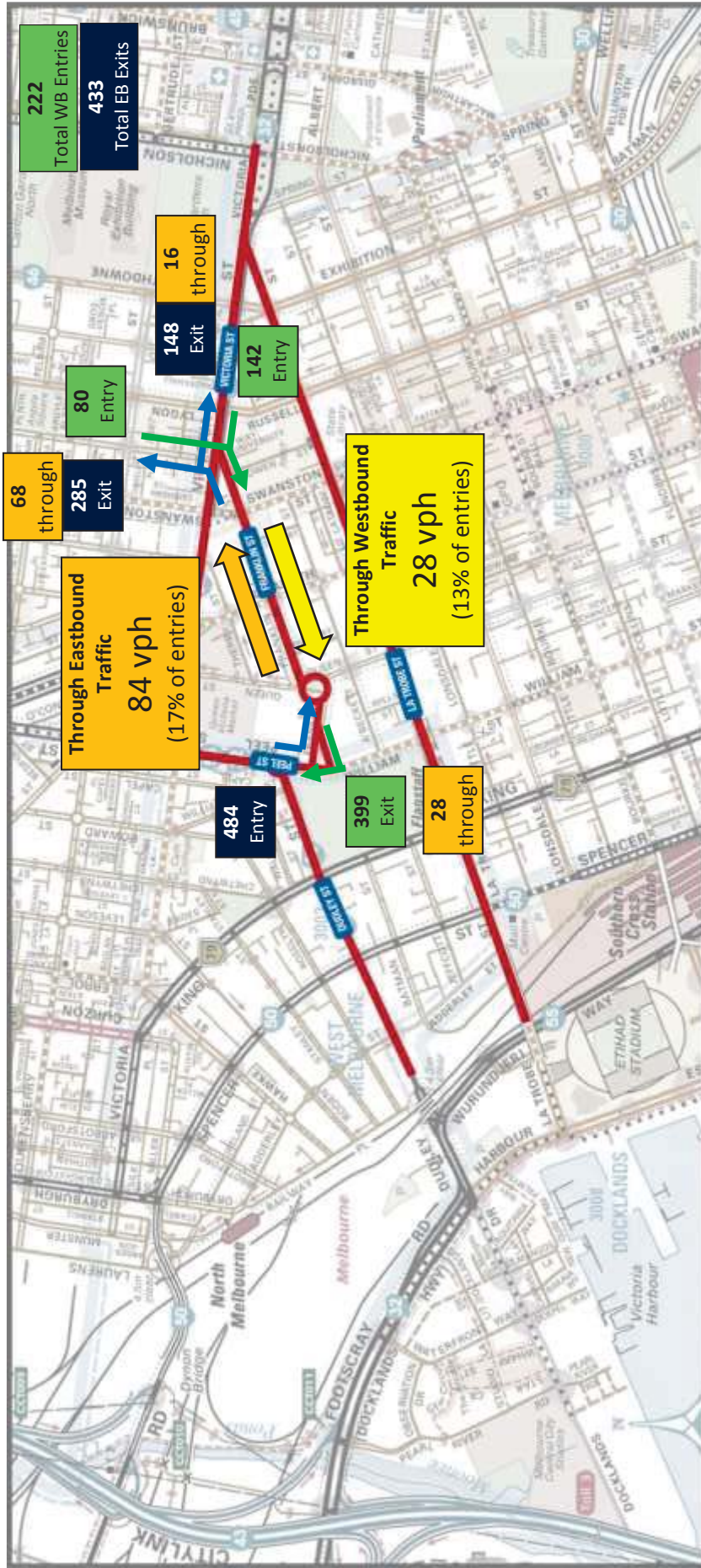


Figure 17: Franklin Street: PM peak hour – Total and “Through” traffic volumes



4.3. CRASH HISTORY

The previous April 2011 report examined VicRoads 'Crashstats' data for the five-year period between 2005 to 2009 to determine the extent of pedestrian, cyclists and other crashes at the following locations:

- Victoria Street (Elizabeth to Peel Streets) 50 recorded crashes
- Peel Street (Victoria to William Streets) 47 recorded crashes
- Roundabout at Queen and Franklin Streets 7 recorded crashes

Since 2011, more recent data has been made available – between 2009 and 2013. Overall, for the same 3 sections of each road, there has been a small reduction in the number of crashes, as follows:

- Victoria Street 46 recorded crashes
- Peel Street (Victoria to William Streets) 43 recorded crashes
- Roundabout at Queen and Franklin Streets 3 recorded crashes

These marginal reductions (when comparing the 5-year periods pre-2009 and post-2009) are possibly attributable to the traffic redistribution that has occurred. The tables below provide a detailed comparison between the latest crash numbers and the previous reported statistics from 2011.

Table 1: Victoria Street (Elizabeth to Peel Streets) – Crash History Comparison

Location	Crashes Involving					
	Pedestrians		Cyclists		Only Vehicles	
	2005 to 2009	2009 to 2013	2005 to 2009	2009 to 2013	2005 to 2009	2009 to 2013
Intersection of Victoria and Peel	1	2	1	2	27	22
Intersection of Victoria and Elizabeth	5	3	3	3	3	7
Mid-Block (between Elizabeth and Peel)	6	2	2	2	2	3
Total	12	7	6	7	32	32

Table 2: Peel Street (Victoria to William Streets) – Crash History Comparison

Location	Crashes Involving					
	Pedestrians		Cyclists		Only Vehicles	
	2005 to 2009	2009 to 2013	2005 to 2009	2009 to 2013	2005 to 2009	2009 to 2013
Intersection of Peel and Victoria	1	2	1	2	27	22
Intersection of Peel and Dudley	0	2	4	1	7	6
Intersection of Peel and Franklin	0	0	1	3	0	0
Intersection of William/Franklin/Peel	0	0	0	0	0	1
Mid-Block (between Victoria and Dudley)	3	1	1	2	2	2
Total	4	5	7	8	36	31

Table 3: Roundabout at Queen and Franklin Streets – Crash History Comparison

Location	Crashes Involving					
	Pedestrians		Cyclists		Only Vehicles	
	2005 to 2009	2009 to 2013	2005 to 2009	2009 to 2013	2005 to 2009	2009 to 2013
Roundabout total –all approaches	0	1	3	2	4	0

In addition to the comparison of crash data for the 5 year periods pre-2009 and post-2009, additional analysis of crash statistics has been undertaken for Franklin Street.

A total of 33 crashes were recorded on Franklin Street in the 5-year period between 2009 and 2013. The locations and the road users involved are presented below.

Table 4: Other Crash Statistics for Franklin Street – 2009 to 2013

Location	Crashes Involved		
	Pedestrians	Cyclists	Only Vehicles
Franklin St at Peel St	0	3	0
Franklin St at Elizabeth St	2	4	4
Franklin St at Swanston St	1	3	0
Franklin St (between Swanston and Victoria)	1	1	2
Franklin St (between Elizabeth and Swanston)	1	1	2
Franklin St (between Queen and Elizabeth)	4	0	1
Franklin St (between Peel and Queen)	0	0	3
Total	9	12	12

5. RE-DISTRIBUTION OF TRAFFIC VOLUMES

5.1. NEW ALIGNMENT

The realignment of Franklin Street to provide a more direct east-west route is likely to attract some proportion of traffic from La Trobe and Victoria Streets, thereby helping to achieve a more uniform distribution of daily traffic volumes across these three routes. For the purposes of this 2015 'update' study, the following redistributions of traffic volumes are conservatively assumed:

- 70%** of existing 'through' traffic on **Victoria Street** will redistribute to the realigned Franklin Street. This represents a reduction from the 100% re-distribution value assumed in the 2011 study. This is due to the fact that peak hour traffic volumes have already increased on Franklin Street (since bike lanes were installed on La Trobe Street and other network changes implemented in the northern part of the central city). The various works implemented in recent years have already resulted in increased levels of vehicle use on Franklin Street – particularly in peak hours, as some motorists seek alternatives from other routes where traffic capacity has been constrained.
- 25%** of 'through' traffic on **La Trobe Street** will redistribute to the realigned Franklin Street. This represents a reduction from the 50% re-distribution value assumed in the 2011 study. The reduced inclination of motorists to 'shift routes' is justified by the fact that La Trobe Street's 'through' motorists have already largely been displaced (since the separated bike lanes on La Trobe Street have reduced capacity to a single lane in each direction). Most of the remaining, and comparatively small, number of motorists that continue to use La Trobe Street as a through route (even during the congested peak periods) are likely to 'stick-with-their-choice' and continue to use La Trobe Street, given their willingness to do so since the implementation of the bike lanes and associated loss of traffic capacity that was recently experienced.

Thus, using these assumed redistribution proportions, the following additional peak hour traffic volumes are forecast to move to Franklin Street from Victoria Street and La Trobe Street respectively.

Victoria Street – Prediction of Traffic to be Redistributed to Franklin Street (70% of existing through traffic)

AM Peak Hour

- Westbound: 112 vph
- Eastbound: 94 vph

PM Peak Hour

- Westbound: 112 vph
- Eastbound: 94 vph

La Trobe Street – Prediction of Traffic to be Redistributed to Franklin Street (25% of existing through traffic)

AM Peak Hour

- Westbound: 12 vph
- Eastbound: 4 vph

PM Peak Hour

- Westbound: 6 vph
- Eastbound: 14 vph

Summaries of the proposed existing and future peak hour traffic volumes on Franklin, La Trobe and Victoria Streets in peak hours are provided in **Figure 18** and **Figure 19**. Importantly, in all cases, the forecast peak hour traffic volumes are typically around 600-700 vehicles per hour in one direction along any of the three routes during the peak periods. This is consistent with the typical traffic capacity for single lanes in the Melbourne central area. The redistribution is there unlikely to create any undesirable congestion impacts but will contribute to a more even distribution of traffic flows along the three northern east-west routes in central Melbourne.

Figure 18: Franklin Street Re-Alignment: AM Peak Hour – Predicted Directional Traffic Volumes

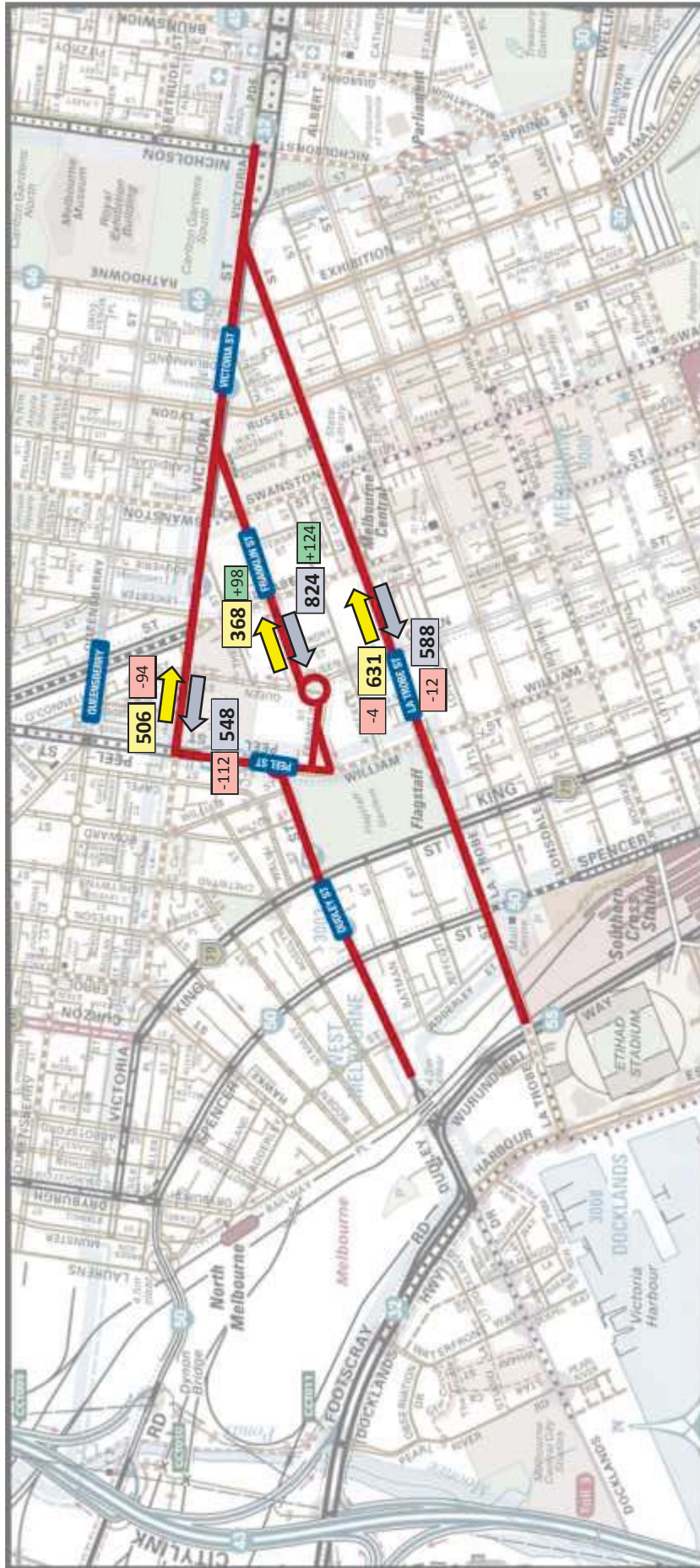
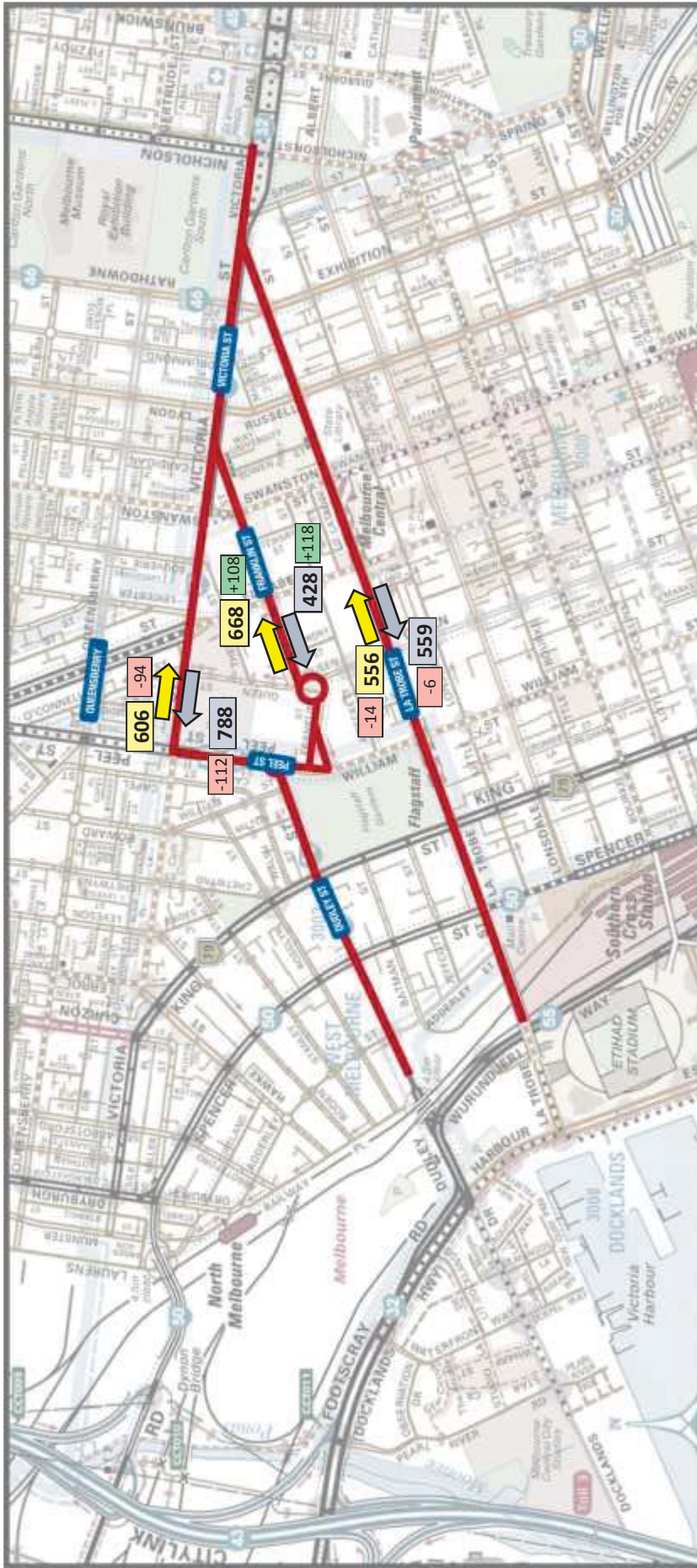


Figure 19: Franklin Street Re-Alignment: PM Peak Hour – Predicted Directional Traffic Volumes

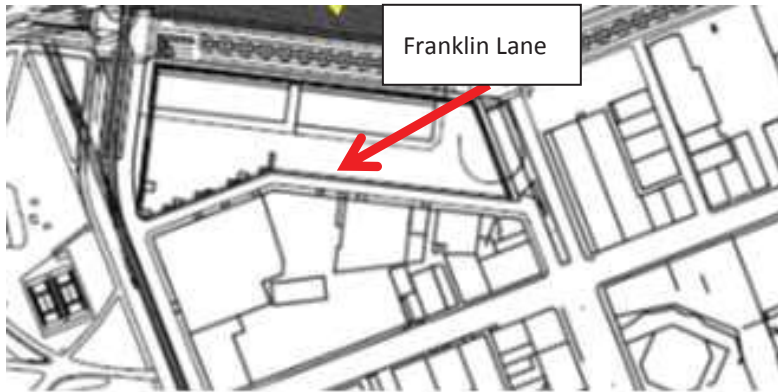


5.2. ROLE OF EXISTING ALIGNMENT

The existing alignment of Franklin Street will be largely discontinued, except for a portion at the southern end, which (it is understood) will be narrowed to a width of between 10-12 metres – consistent with little streets in the central city. Its role will thus be to provide for a delivery / servicing function to those existing properties abutting the southern edge of Franklin Street. This proposed solution is considered appropriate – as the roadway will have no other traffic function to satisfy.

Given the anticipated ‘narrow’ width and intended delivery/service function, it is most likely that this remnant section of roadway on the old Franklin Street alignment will need to be managed as a one-way street, as it will effectively be a ‘laneway’ – *Franklin Lane*.

The schematic concept shown in Figure 20 (over the page) shows that access from Queen Street into *Franklin Lane* will be confined to a left turn – if the street is managed as one-way westbound. The extract below, from Figure 20, shows the preliminary concept treatment for *Franklin Lane* with a median on Queen Street restricting inbound movements to left turns only.



Adoption of a one-way westbound control on *Franklin Lane* is considered reasonable – given that it is the current arrangement utilised to service the existing properties along the south side of the street. The only issue that would need to be considered in the future is whether the exit onto William Street should allow for both left and right turns. Currently both are possible – under signalised control.

However, under a future realignment of Franklin Street (and new signalisation opposite Dudley Street) the existing traffic signals at the intersection of William Street with the current southern carriageway of Franklin Street would become unnecessary – as the traffic volume on the future *Franklin Lane* is likely to be exceptionally low. In this context, the ability for vehicles to exit via a right turn will be contingent on traffic flow conditions on Peel / William Street.

Existing peak hour flows in this section of William Street (northbound and southbound combined) are sufficiently high to constrain right turn opportunities from side streets without signal control. In the future, the installation of new signals at the intersection of the realigned Franklin Street with Peel Street is likely to create more frequent gaps in the southbound traffic flow but not necessarily the northbound flow. Thus, until the consequences of the new signalisation at Franklin/Peel/Dudley are fully understood – post construction, the ability to perform right turns out of *Franklin Lane* at William Street will be hard to predict – though it is likely to be a very low volume movement.

The likely low volume suggests that the retention of right turn movements is feasible and unlikely to cause adverse impacts. However the situation should be carefully monitored after ‘opening’ to gauge the safety and appropriateness of the new arrangements.

6. FRANKLIN STREET RE-ALIGNMENT AND RECONFIGURATION

The existing alignment and proposed new Franklin Street configuration through the current Queen Victoria Market carpark are shown in **Figure 20**.

The photos in **Figure 23** show the typical existing conditions on Franklin Street, both mid-block and at intersections, whilst the cross-sectional image in **Figure 24** shows the possible design solution envisaged in the April 2011 study and consistent with these 2015 study findings.

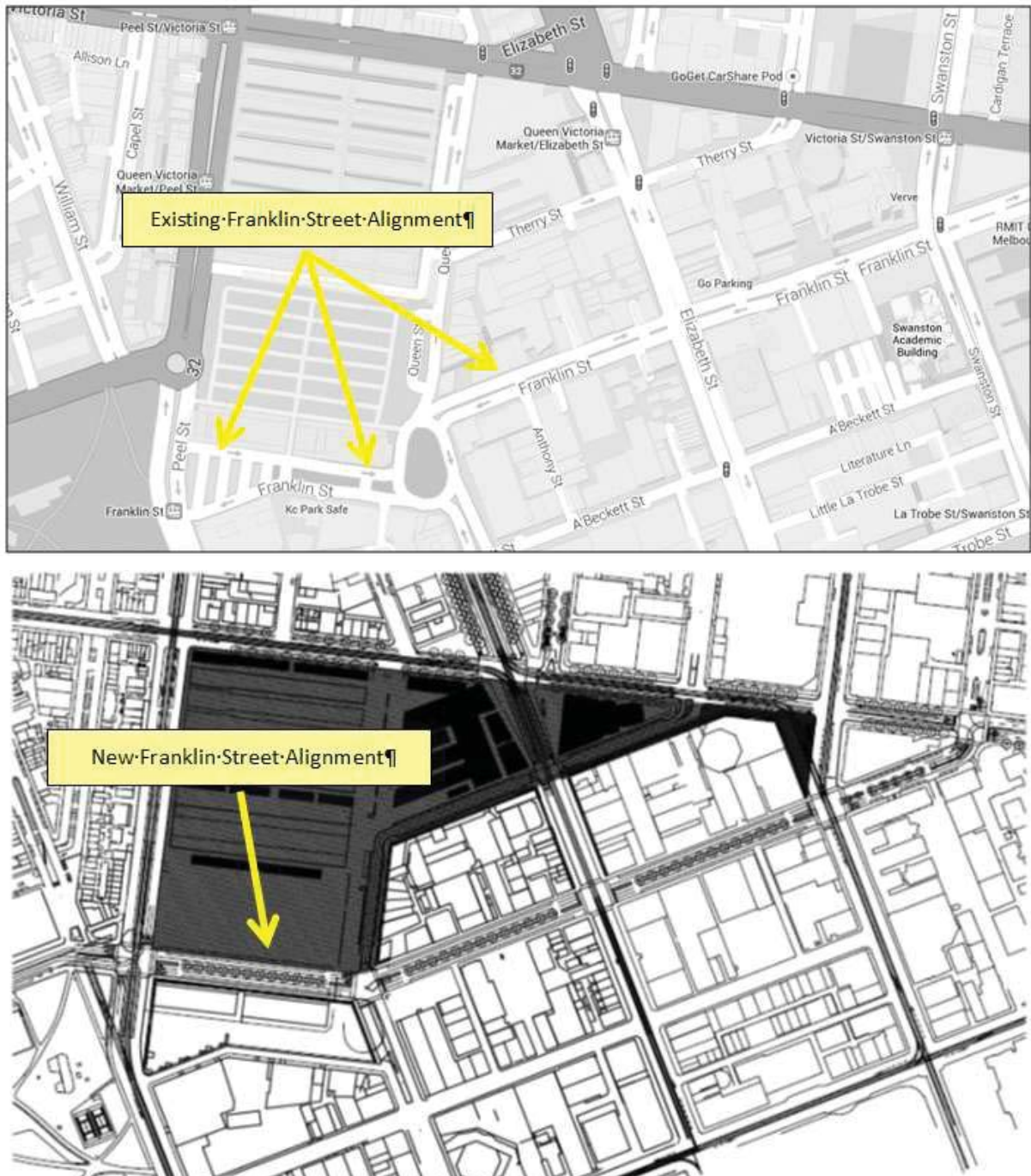
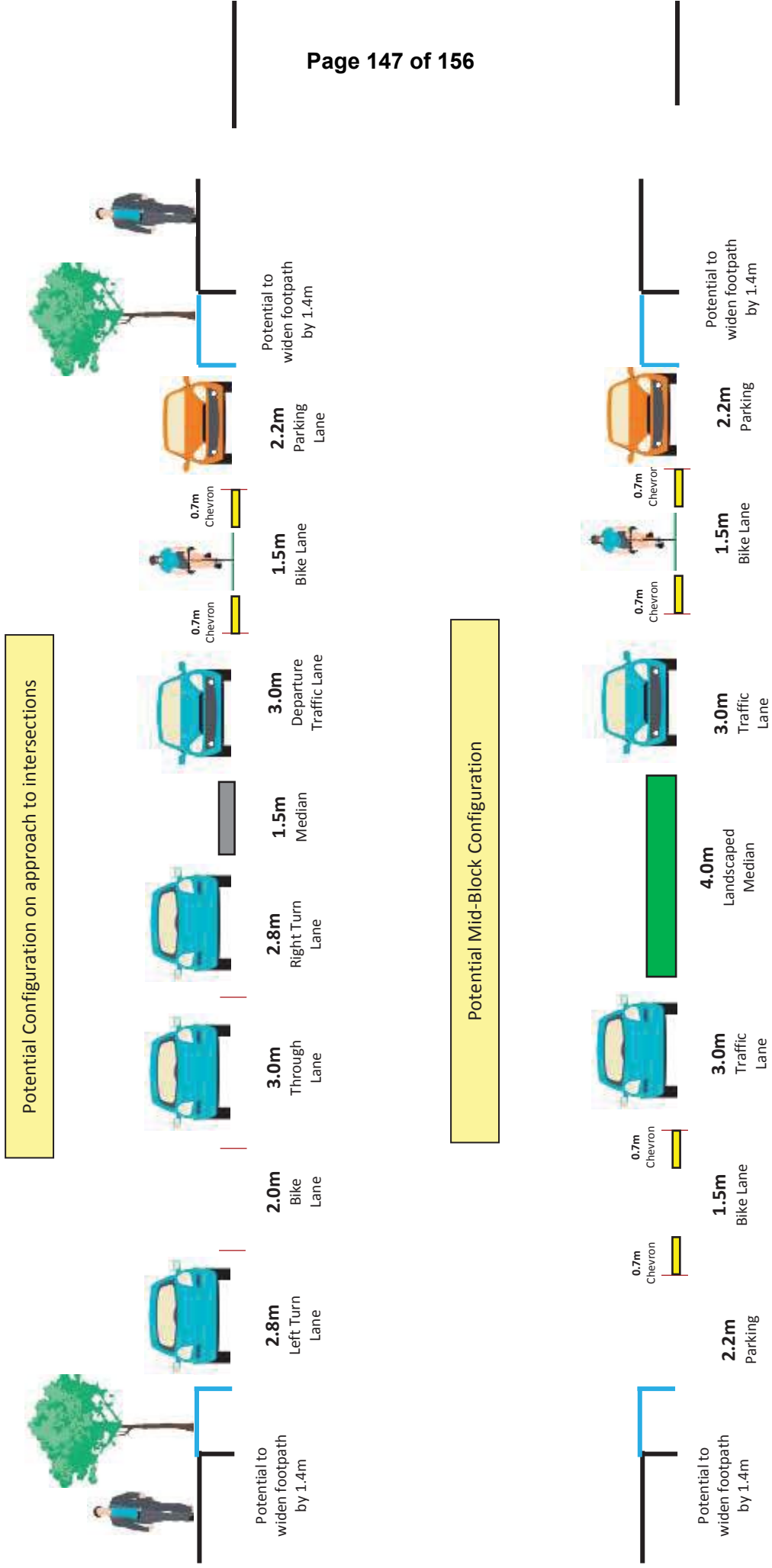


Figure 20: Existing Franklin Street Alignment & Realignment Configuration



Figure 21: Franklin Street – Existing mid-block & intersection cross sections & conditions

Figure 22: Franklin Street – Potential Design Option Consistent with Study Findings



7. CONSEQUENCES FOR LA TROBE, VICTORIA & PEEL STREETS

La Trobe Street

The April 2011 study had recommended a consistent treatment along La Trobe Street, involving adoption of only a single mid-block traffic lane in each direction, accompanied by removal of clearways, provision of on-road bicycle lanes in each direction, and full-time parallel parking on both sides of the road. Since the release of the April 2011 study, physically separated kerbside bike lanes have been installed in La Trobe Street in 2013. This new treatment is largely consistent with the recommended design outcomes envisaged in the April 2011 study – in that it features the removed the peak period clearways, the widespread adoption of one mid-block traffic lane and retention of parallel parking. Two mid-block traffic lanes have been ‘kept’ for entire street blocks at two locations only, in order to maintain adequate traffic capacity:

- Eastbound: Exhibition to Victoria Streets; and
- Westbound: William to King Streets.

Two traffic lanes are also provided, for distances shorter than a full block, on both the eastbound approaches to Russell and Exhibition Streets.

Observations of traffic flow conditions, conducted as part of this 2015 study, have revealed that eastbound queues are now far more modest during the PM peak period, compared to the period immediately following the installation of the bike lanes (reflecting the dispersion of through traffic away from La Trobe Street that has progressively occurred since 2013).

Ultimately, the introduction of a more direct alignment on Franklin Street will further curtail the attractiveness of La Trobe Street as a through traffic route, thereby offering the opportunity to review the necessity to retain any blocks or sections of La Trobe Street with two mid-block traffic lanes – and therefore reallocate that road space to other uses. The sections of La Trobe Street that could be reviewed, once the Franklin Street realignment is completed, include the eastbound carriageway on the approaches to Russell Street, Exhibition Street and Victoria Street.

However, any further redistribution of traffic away from La Trobe Street and onto Franklin Street is dependent on Franklin Street remaining open to vehicle traffic along its entire length, between Peel and Victoria Streets.

Victoria Street

The 2011 study recommended that the same cross-section that has recently been installed in Victoria Street to the west of Peel Street be implemented for the entire length of Victoria Street between Peel Street and Elizabeth Street. The configuration west of Peel Street includes one mid-block traffic lane, double chevron line marking either side of an on-road bicycle lane and kerbside parking.

This 2015 study has found that the lack of any significant traffic volume fluctuation on Victoria Street since 2011 and the potential of a marked diminution in the volume of through traffic using this section of Victoria Street (in the event of a realignment of Franklin Street) offers the prospect of implementing the 2011 recommendations in full and, possibly, pursue footpath widening, particularly on the Queen Victoria Market side of Victoria Street.

Peel Street

The April 2011 study recommended that Peel Street be retained in its current form. The data collected and evidence observed from the traffic monitoring activities undertaken for this study confirm that Peel Street should remain unaltered.

8. CONCLUSION

This study was undertaken with the intent of providing an update to the April 2011 “*Melbourne CBD North Edge Traffic Study*” prepared by the City of Melbourne 4 years ago. The April 2011 study focussed on the likely consequences of reconstructing Franklin Street, between Queen and Peel Streets, to provide a more direct link to Dudley Street. In this context, the emphasis of this 2015 update study has been to understand and quantify the extent of any traffic flow changes that have occurred since April 2011 and to establish whether the findings and conclusions drawn in the April 2011 study are still valid.

Overall, the various traffic fluctuations recorded on La Trobe, Victoria, Peel and Franklin Streets, since 2011, would indicate that:

- Total daily traffic volume using east/west routes on the northern edge of the central city has reduced significantly between 2011 and 2015.
- There has already been a re-balancing of traffic volumes towards Franklin Street, despite the fact that a re-alignment of this route has yet to be constructed. This has been primarily encouraged by the construction of separated bike lanes on La Trobe Street which has reduced the attractiveness of this route for through traffic. Other road works have also contributed to the ‘traffic shift’ that has been recorded.

In summary, since the 2011 study, there has been an overall reduction recorded in the total daily and peak hour traffic volumes travelling along the east/west streets provided in the northern edge of the CBD (La Trobe Street, Franklin Street and Victoria Street). The reduction has also been characterised by some rebalancing of traffic flows towards Franklin Street. In fact, the peak period traffic flows (westbound during the AM peak and eastbound during the PM peak) are now relatively even across all three east-west routes. However, daily traffic volumes are still significantly lower on Franklin Street, compared with Victoria and La Trobe Streets.

This overall reduction in east/west traffic volumes is consistent with other data which indicates that overall traffic volumes entering the central city have decreased by 5% since 2012, bike volumes entering the central city fringe during the AM peak period have increased by 57% since 2011 (up from 7,335 in 2011 to 11,519 in 2015 – measured at a number of Council’s permanent monitoring stations) and public transport patronage across the network is estimated to have increased markedly since 2011.

Thus, this study concludes that the recorded reduction in access by car (and the strong and continued increase in the use of public transport and sustainable transport modes) supports retention of the 2011 vision for the creation of improved pedestrian and cyclist access on all three streets east-west streets under consideration, in order to deliver enhanced amenity across the entire precinct. The suitability of the 2011 recommendations is thus confirmed in this 2015 analysis. In particular, the evidence collected in this study confirms that the adoption of a more direct alignment for Franklin Street (linking it to Dudley Street through the existing Queen Victoria Market carpark via new signalised intersections at Peel Street and Queen Street) will allow the following cross-sectional arrangements to be implemented on Victoria Street and Franklin Street:

- One mid-block traffic lane on each road;
- On-road bicycle lane in each direction on each road;
- Potential for widened footpaths;
- Central median on Franklin Street to replace the current centre-of-road parking; and
- Retention of parallel parking on both sides of the road.

These treatments will support a more even distribution of traffic volumes on Victoria, Franklin and La Trobe Streets balanced throughout the day. Critical to achieving this more balanced distribution is the requirement for each block of Franklin Street to remain open to vehicle traffic along its entire length, between Peel and Victoria Streets.

17 March 2015

City of Melbourne
Council House 2
240 Little Collins Street
Melbourne VIC 3000

Attn: Ms Veronica Furnier-Tosco

Dear Veronica,

**Queen Victoria Market
Environmental Wind Considerations**

We have reviewed the Wind Impact Mitigation Section of the Queen Victoria Market Renewal: Precinct Built Form Controls document and can comment as follows:

The draft text of the document covers the key points of the wind mitigation and the reference to the Capital City Zone – Southbank assumes the definitions of the wind comfort criteria (probability of occurrence, etc) will be brought into the QVM document. The following text could be added:

'The architect/developer of sites within the QVM masterplan precinct is encouraged to seek advice from wind consultants early in the design phase to assist with the mitigation of built form wind impacts'

Our concern would be the requirement for the QM and streetscapes immediately surround the development to achieve the criterion for long term stationary activities (Figure 4 in the document). This requirement would be expected to significantly limit/prohibit the construction of taller buildings as many of the corners of the existing buildings and some streets would be expected to be above the criteria for stationary activities. The imposed long term stationary criteria would require the developer to make the wind conditions better than the existing conditions, which would be difficult. Our suggestion for the surrounding streetscapes would be to as a minimum achieve the criterion for walking comfort at the corners of the buildings and along low priority pedestrian streets, the short term stationary criterion in front (away from corners) of activated frontages, and the long term stationary criterion in any areas designated for outdoor retail or important pedestrian recreation spaces.

The designation of the entire QVM space with the long term stationary criterion would also be difficult to achieve. Instead, the short term stationary criterion would be a realistic goal with important recreational areas within the QVM required to achieve

the criterion for long term stationary activities. Perhaps the required criterion along the main thoroughfares through the QVM where there is no significant stationary recreational spaces may be relaxed to be well within the criterion for walking comfort.

As discussed at the meeting, the development of tall buildings should be limited to the east and south sides of the QVM, so they are located downstream for the prevailing wind directions.

Yours sincerely,

A handwritten signature in black ink, appearing to read 'M. Eaddy'. The signature is written in a cursive, flowing style with a prominent loop at the end.

M. Eaddy
MEL Consultants Pty Ltd

Except for development over 25,000m² Council issues a permit where Council owns the land

The **Planning and Environment Act 1987** Section 96(1) states:

- (1) A responsible authority must obtain a [permit](#) from the Minister before carrying out any use or [development](#) for which a [permit](#) is required under the planning scheme for which it is the responsible authority unless the planning scheme exempts the [land](#), use or [development](#) from this subsection.

This exemption is set out in the **Melbourne Planning Scheme** under clause 67.01:

67.01 Exemptions from Section 96(1) and 96(2) of the Act

In accordance with Section 6(2)(ka) of the Act, the following classes of use and development are exempted from Section 96(1) and 96(2) of the Act:

CLASS 1

Use of land for:-

Car park, camping and caravan park, community facility (including child care centre, maternal and infant welfare centre, neighbourhood house, place of assembly and toilet block), dwelling, stone extraction, hospital, industry, leisure and recreation, office, residential village, retail premises or service station.

CLASS 2

Development of land for:-

A Class 1 use, demolition of a building or works, lighting and floodlighting of a recreation facility or building, sign or advertisement or subdivision.

CLASS 3

Any other use or development.

67.02 Notice requirements

In accordance with Section 52(1)(c) of the Act, notice must be given to:

- The owners and occupiers of adjoining land.
- The National Trust of Australia (Victoria), if the application relates to land on which there is a building classified by the Trust.

This does not apply to an application:

- For a sign or advertisement.
- To remove, destroy or lop native vegetation under Clause 52.17 of this scheme.
- If a permit is only required under any of the following overlays:
 - Salinity Management Overlay
 - Floodway Overlay
 - Land Subject to Inundation Overlay
 - Special Building Overlay
 - Bushfire Management Overlay

Notice Requirements

As set out above a notice must be given to owners and occupiers of adjoining land, should an adjoining land owners have an objection to a permit application appeal rights do apply, However from discussions with the Planning officers this is an assumption as it is not set out in the Act or the Planning Scheme that appeal right would not apply in this situation.

Heritage Overlay

If Council owned land is within the Heritage Overlay and a permit is required then there are appeal rights apply based on heritage grounds.

Development over 25,000m²

For any development proposal over 25,000m² the Minister for Planning is the responsible authority.

Queen Victoria Market Precinct Renewal - Summary Comparison CoM 'Therry, Elizabeth, Franklin, Queen Block: Plan (October 2014)' and Proposed 'Planning Scheme Amendment C245 (April 2015)'

Attachment 5
Agenda item 6.1
Future Melbourne Committee
12 May 2015

4 May 2015

No.	CoM Block Plan Guidelines (October 2014) – 'preferred outcomes' (1-6 of 18)	CoM Proposed Melbourne Planning Scheme Amendment C245 (April 2015)	Comment
1	Heritage Overlay HO7 applies to the entire site, desire to maintain a sense of history of the precinct and its evolution over time	HO7 remains, C198 increased heritage grading D to C for some buildings on the Munro site	Consistent
2	Retain Mercat Cross hotel building	As for 1 above, project intent unchanged	Consistent
3	Podium street wall min 20m max 30m	Podium street wall reduced to min 10m max 20m and mandated (DPO Framework Plan and 2.0 Schedule 10). Stringent tower separation controls introduced (DDO Table 1 to Schedule 63)	C245 more stringent
4	Varied parapet height (20m-30m podiums)	Comprehensive design requirements (beyond parapets) demand higher architectural quality for podiums (DPO 2.0 Schedule 10 and DDO 2.0 Schedule 14)	C245 more stringent
5	Setback taller buildings min 10m (above 20m podiums) from street frontages	Mandatory tower setbacks min 10m from podium street frontage (Refer DPO 2.0 Schedule 10)	Consistent
6	Limit overall building heights no overshadowing of new open space (current QVM Car Park) 11am-2pm	*No overshadowing 11am-2pm at 21 June unless RA considers this will not 'significantly prejudice' the amenity of the public open space (site of current QVM Car Park)	Variation* to measure (21 June) and RA provided with discretion

Queen Victoria Market Precinct Renewal - Summary Comparison CoM 'Therry, Elizabeth, Franklin, Queen Block: Plan (October 2014)' and Proposed 'Planning Scheme Amendment C245 (April 2015)'

4 May 2015

No.	CoM Block Plan Guidelines (October 2014) – 'preferred outcomes' (7-11 of 18)	CoM Proposed Melbourne Planning Scheme Amendment C245 (April 2015)	Comment
7	Minimise wind turbulence at ground level	Specific wind speed criterion included as requirements of DPO (DPO 2.0 and 3.0 Schedule 10)	More stringent
8	Create pedestrian link between Franklin and Therry streets	Included (DPO Figure 1 Framework Plan)	Consistent
9	Vehicle crossovers to be designed maintain pedestrian amenity and safety	Vehicle ingress and egress to new development controlled by specific requirements in DPO (DPO 2.0 Schedule 10)	Consistent
10	Up to 400 car parking spaces from the number spaces permitted (MPS) for QVM patrons	720 existing QVM car parking spaces should be located on Parcel A (Munro site) and/or Parcel D (Southern Development Sites) (DPO 2.0 Schedule 10)	Variation
11	Activated street frontages (a) 80% ground level, (b) consider accessible balconies Therry and Queen Street, (c) mixed uses	Active frontage requirements (a) included, specific above ground accessible balcony requirement replaced with active uses to promote visual surveillance (DPO 2.0 Schedule 10 and DDO 2.0 Schedule 14)	Variation

Queen Victoria Market Precinct Renewal - Summary Comparison CoM 'Therry, Elizabeth, Franklin, Queen Block: Plan (October 2014)' and Proposed 'Planning Scheme Amendment C245 (April 2015)'

4 May 2015

No.	CoM Block Plan Guidelines (October 2014) – 'preferred outcomes' (12-18 of 18)	CoM Proposed Melbourne Planning Scheme Amendment C245 (April 2015)	Comment
12	Activated Pedestrian mid-block with 60% display windows, food & drink premises etc.	Mid-block link publicly accessible link included, without detailed 60% active frontage instead existing MPS Cluse 22.20 – CBD Lanes calls for activation in new lanes.	Consistent
13	Car parking, store rooms window less performance spaces to be setback 5-15m from street frontage	Active frontage requirements included without specific 5-15m detail requirement (DPO 2.0 Schedule 10 and DDO 2.0 Schedule 14)	Variation
14	Weather protection for pedestrians	Continuous weather protection requirement in DPO and DDO (DPO 2.0 Schedule 10 and DDO 2.0 Schedule 14)	Consistent
15	Design capable of achieving 5 star green star	Provision in Melbourne Planning Scheme (MPS)	Consistent with MPS
16	Review by Office of Victoria Government Architect (OVGA) Design Review Panel	Intention that the OVGA review designs, remains, unnecessary to be included in C245	Not applicable
17	OVGA to review of design drawings submitted by RA	As for 16 above	Not applicable
18	Full planning assessment by OVGA	As for 16 above	Not applicable